

ExhibitCCapacity

State of Alaska

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Exhibit C Capacity

DHS&EM is including two project descriptions (Galena and Newtok) that demonstrate recent experience in understanding, planning for, and implementing resilient disaster recovery and revitalization projects in rural communities not connected to a road system.

Galena, a community of 470 Koyukon Athabaskans and non-natives, is located on the north bank of the Yukon River; photos and maps of the community location and qualifying event damage are contained in (Dropbox: EXC/C1-C4). Due to its close proximity to the Yukon River and generally flat topography, Galena has been subject to flood disasters in 1945, 1971, 1989, 1991, 1992, 1994, and 2013 (EXC/C-33, page 3-16). The Galena “Project” describes how DHS&EM successfully coordinated community recovery through appropriate management of federal and state disaster recover funding, leveraging collaborative interagency partnerships, and local stakeholder engagement. This is a prime example of how the DHS&EM would implement CDBG-NDR funding to accomplish approved projects.

The 2013 flood event (DR-4122) was the most extreme flooding Galena had ever seen and caused damage to 80% of the homes and led to evacuation and displacement of residents. Permanent repair costs for DR-4122 totaled \$11.2M in federal and state assistance. Roads were washed out or left impassable due to massive ice sheets and debris left behind by the retreating water; public and residential structures were damaged; phone, fuel, water, and sewer services were not operational; drinking water, food, and gasoline were scarce; and subsistence caches of firewood and food (fish and moose meat) meant to keep families warm and fed all year were lost (Dropbox EXC/C-115 - 138, EXC/C-141-142, EXC/C-35).

The FEMA and State of Alaska, through a Joint field Office (JFO), began a long response and recovery effort, which included coordinating local, state and federal agencies; non-profits; and volunteers (Dropbox EXC/C-36). Recovery efforts for mass care, shelter, food, and evacuation

coordinated through the JFO were undertaken by TCC, Public Health and Social Services, Food Bank of Alaska, Red Cross, Salvation Army, and an inter-agency Disaster Housing Task Force led by DHS&EM. Residential rebuild efforts, coordinated through the JFO were undertaken by Samaritans' Purse, the United Methodist Volunteers in Mission (UMVIM), Disciples of Christ, and the Arizona Southern Baptists (Dropbox EXC/C-37, pages 10-13). The collective focus was to ensure that those affected by the flood had safe and secure residences to return to before winter began in September or had access to temporary shelter.

Many diverse stakeholders, partners, and team members worked together to implement a resilient disaster recovery and economic revitalization project. The following agencies worked together and are identified as Partners for the grant: the Department of Commerce, Division of Community and Regional Affairs (DCRA); Department of Environmental Conservation (DEC); DHS&EM; Department of Natural Resources, Division of Geological and Geophysical Surveys (DGGs); Department of Transportation and Public Facilities (DOT&PF); AHFC; Alaska Native Tribal Health Consortium (ANTHC); Denali Commission; Economic Development Administration (EDA); FEMA; Rasmussen Foundation; U.S. Army Corps of Engineers (USACE); U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS); Small Business Administration; and U.S. Department of Agriculture, Rural Development (USDA RD). The regional stakeholder was the TCC, and the local stakeholders were the City of Galena, Louden Tribal Council, and the Galena City School District (GCSD). Additional expertise was provided by the Cold Climate Housing Research Center (CCHRC).

In 2013, the JFO assessed damages and developed a response plan for debris removal, infrastructure recovery, and residential repair and rebuild. The JFO executed the following operations: incident management, hazard materials cleanup, debris removal, emergency protective measures, public utility repairs, temporary and permanent infrastructure repairs. AmeriCorps teams assisted residents in clean up, muck out, and repair homes. The JFO mission assigned the USACE to conduct a First Floor Flood Elevation Survey to determine safe repair and rebuilding (elevation) requirements; inspect the

post-flood condition of the Galena levee, and conduct an ice-affected flood study. DCRA assisted the city in substantial damage assessments and in writing a new ordinance for rebuild elevations. The State contracted a responder camp to house volunteers and responders through the long recovery period. ANTHC constructed a landfill cell, restored the water treatment and distribution systems, and managed projects for repairing the power distribution system; roads; demolition of condemned residences, and large volume waste removal. DOT repaired roads and culverts. Emergency work on power lines was completed, and the power plant was repaired.

During the disaster recovery phase, DHS&EM expanded its capacity by contracting project management services to multiple companies and ANTHC on behalf of the Loudon Tribal Council and the City to manage and implement FEMA and State disaster grant projects. Project complexity, lack of rural community staffing, and limited State staff made this additional capacity critical to coordinating separate, but related operations such as debris removal, road work, home repairs, new home building and structure elevation. Throughout the course of all project development, planning and execution, the community of Galena has been highly engaged and has been included as a valued, essential voice in every step of the recovery and response process. In fall 2013, the community formed the Galena recovery Advisory Committee (GRAC) to address community long term recovery issues. The GRAC consisted of representatives of the City, Loudon Tribal Council, Galena City School District (GCSD) and community members. The GRAC's goal was to make Galena a resilient community through long term recovery. Their slogan was, "Better than Ever, Standing Together". The GRAC developed a list of whole community projects in the areas of Infrastructure, Housing, and Community Planning, and Capacity Building. Some of the 35 identified projects are completed, many are in process, and some are waiting funding. The GRAC was leveraged as a stakeholder engagement group and its products leveraged as part of the Galena project grant submission.

Partner descriptions are located in Exhibit C of the Phase I submittal. Many stakeholders participated in the recovery; only specific skills and resources of the Partners who participated in Galena AND are participating in the CDBG-NDR Grant are discussed further.

DHS&EM managed over \$20M in federal/state funds (including emergency response funding). As an emergency management agency, DHS&EM served as the lead State agency for emergency response and recovery. DHS&EM managed FEMA grants as a Grantee, and assisted sub-applicants in executing their projects through procured “on behalf of” project management services, direct vendor payments, and subgrants.

DCRA’s State Floodplain Manager provided technical assistance to the City of Galena regarding mitigation, insurance, floodplain development standards, and updating the City’s ordinance to include freeboard during the rebuilding process. This support was critical to resilient community recovery, i.e. accomplishing effective flood risk reduction in recovery.

DEC managed the collection of hazardous debris and the excavation of known oil/diesel-contaminated soil from flood-related fuel spills. More than 5,000 containers of hazardous material were collected and ranged from aerosol cans to 55-gallon drums, with the debris strewn within a 15-mile radius of the City. Twenty-four totes (600,000) pounds of nonregulated hazardous waste were flown out, and 15 large totes of used batteries were shipped by barge.

AHFC participated in some of the earliest site visits to assess housing damage. AHFC provided the DHTF and Galena technical assistance on housing programs to address resiliency in housing repairs and rebuilds. AHFC invested \$500,000 of home weatherization funds through the Interior Regional Housing Authority. Funds were spent on weatherization and increasing energy efficiency for individual homes. 39 additional homes will be rehabilitated for \$1M.

ANTHC provided water and sewer engineering and direct construction support to rebuild the sewage lagoon; reestablish the water source and water treatment system; rebuild the water distribution system; and repair or replace sewer services in over 150 homes. They also served as the City’s project

manager for recovery projects, repairing and rebuilding the City's roads, power plant, power distribution system, and heat recovery system.

EDA helped the community prepare an economic strategy plan that identified strategic priorities that would accelerate recovery, drive sustainable economic growth, and develop a more resilient and adaptable economy. USDA RD conducted a community facilities needs assessment. CCHRC collaborated with residents, disaster responders, and community leaders to offer community members an innovative, climate and culturally appropriate replacement housing option. They also trained the volunteer workforce; conducted site visits; and performed quality control inspections for construction of six new homes. CCHRC, funded by DHS&EM and the DHTF, also produced a "Disaster Housing Matrix" to help responders of future emergencies. TCC is a tribal consortium with 42 members, representing 39 villages and 37 federally recognized tribes. TCC chartered flights for evacuations of Galena residents to Fairbanks and managed the evacuee reception in Fairbanks, meeting evacuees, providing ground transportation, and shelter services. The Denali Commission coordinated with the Rasmuson Foundation to fund a project manager for community long-term recovery projects.

Newtok is another recent example demonstrating the State's planning experience. Newtok is located within the boundaries of the Yukon Delta National Wildlife Refuge on the lowland plain of the Delta. Thirty years after the community's settlement at Newtok, residents became increasingly aware that the north bank of the Ninglick River was rapidly losing ground. Between 1957 and 1983, the north bank of the Ninglick River eroded at annual rates ranging from 19 to 88 feet. A 1983 erosion assessment concluded that if erosion was not slowed, community structures would be endangered by 2008 - 2013. The assessment also surmised that relocating Newtok was less expensive than holding back the Ninglick River. In 1994, the community initiated relocation planning and analyzed potential village relocation sites. The selected site, approximately nine miles southeast of Newtok, is called Mertarvik. Dropbox EXC/C29 and C31 contain an aerial map of Mertarvik and photos of erosion in Newtok.

The community has met with substantial obstacles in carrying out the physical relocation without the guidance of precedent. Some challenges are: lack of a lead state or federal agency with authority to relocate a village; government policy guidelines restricting investment in new communities with no population was established; and state and federal agency policies requiring minimum population thresholds for investment. Meanwhile, Newtok continues to lose land and is becoming increasingly vulnerable to coastal sea storms, storm surges and flooding; and critical community infrastructure continues to deteriorate; and public health issues are on the rise.

In 2006 the State of Alaska appointed DCRA to act as the lead State agency to coordinate with other state and federal agencies to address these challenges. The Newtok Planning Group (NPG) was formed to carry out coordination. DCRA organized and facilitated the meetings, and the community was at the table with state and federal agency partners.

The NPG has successfully navigated new territory regarding this necessary move of an imperiled community that is considered among the first climate change refugees, and attributes its success to the partnership and comprehensive approach. Mertarvik has been transformed from an undeveloped expanse to the beginnings of a new village (Dropbox: EXC/C-30).

The Newtok community has been and continues to be highly engaged in this effort and has been included as a valued, essential voice in this NDRC. A meeting was held on September 15, 2015 via telephone to engage the community in identifying projects. Efforts were made to conduct a public meeting in Newtok on the September 14, 2015 but the team traveling to the village was weathered out of Newtok. Subsequent follow up meetings occurred via phone. A Newtok Planning Group meeting was held on October 15, 2015 with more than 40 attendees that included members of the Newtok Village Council and Newtok Native Corporation, in order to engage community and agency stakeholders on the NDRC proposal for the Newtok move to Mertarvik.

Only specific skills and resources of the Partners that have participated in planning efforts AND are participating in the CDBG-NDR Grant are discussed further. DCRA led and managed development

of the Mertarvik Community Layout Plan through an award provided by the Denali Commission; provided technical assistance to the NPG for conceptual design of the Mertarvik Evacuation Center (MEC); acquired and managed the \$800,000 award from the Economic Development Administration for the Mertarvik Barge Landing Facility, and managed development of the Mertarvik Strategic Management Plan. With community participation, DHS&EM hired contractors to develop two hazard mitigation grant program (HMGP) applications for \$3.5M to relocate 12 homes from Newtok to Mertarvik and acquire five homes to fund rebuilds in Mertarvik, on behalf of the Village of Newtok. The Department of Transportation and Public Facilities (DOT/PF) provided conceptual drawings of the barge landing facility and constructed a secondary barge landing area; managed final design of the MEC in coordination with NPG and CCHRC; and managed the contract for construction of the MEC foundation. DOT/PF also prepared a quarry development plan and applied for permitting to develop the quarry. DEC VSW assisted DCRA in developing a conceptual layout for water/sewer on which to base the Mertarvik Community Layout Plan. VSW also collaborated with the USACE and DOT/PF to contract a drilling company to carry out geotechnical and test well drilling at Mertarvik. AVCP and the Bureau of Indian Affairs (BIA) provided grants for three Structural-Insulated Plan homes. The community built those homes in Mertarvik. The Alaska Governor's Representative to the State Co-Chair of the Denali Commission along with DCRA, DOT/PF, and Newtok negotiated with the Innovative Readiness Training (IRT) Program for a five-year commitment at Mertarvik. The IRT provided labor for construction of an access road from the Mertarvik Barge Landing Facility to the site of the MEC; contracted blasting to open the quarry; developed a biovac area for base camp, and excavated support systems for the MEC., The Newtok Native Corporation (NNC) provided site control for all future development at Mertarvik (Dropbox: EXC/C144). The community constructed three new homes in Mertarvik in 2006-2007 with grants provided by the BIA. In 2012, the community constructed three new structural insulated panel (SIP) homes in Mertarvik (Dropbox: EXC/C145-146).The USACE conducted an environmental assessment and determined that there was no significant impact to meet NEPA

requirements for the MEC, access road, and quarry. The USACE also initiated the conceptual designs of the evaluation road and MEC. USACE and DCCED were co-chairs of the Governor's Climate Change Subcabinet Immediate Action Workgroup (IAW) and recommended that funding be provided for the final design and construction of the MEC in State Fiscal Year 2008-2010 Capital Budgets for the MUC and access road. The USACE designed the access road and provided construction management services. CCHRC designed the MEC in 2008 with extensive community engagement, incorporating traditional knowledge and advanced building science. In 2015, CCHRC designed a prototype home that demonstrates affordable, high efficiency construction with local labor. Construction of the demonstration home in Newtok will begin in winter 2015. The home is moveable, incorporating a foundation that allows the building to be relocated to Mertarvik. The home's utilities have the ability to either stand alone off-grid or tie into centralized systems. Zender Environmental has worked with Newtok on solid and hazardous waste issues over the past decade. They have helped the community implement a \$100,000 Indian general Assistance Program (IGAP) project to backhaul hazardous wastes, and clean up and relocate their dumpsite which is eroding into their river.

Management Structure

A formal grant/project management chain and interagency project management chain through the SIWG is contained in Dropbox: EXC/C-5-6. The Governor of Alaska has the authority to assign all his State resources as he sees fit to achieve successful project completion (EXC/C-38). DHS&EM will manage the work and use partners based on the scope of targeted communities. DHS&EM's capacity to implement proposed CDBG-NDR projects does not depend on any particular Partner. No contingency plan is needed since DHS&EM can self-perform through contract project management, if necessary.

The DHS&EM management structure consists of the Director and the Deputy Director who direct the Division's programs and activities. Professional staff is divided into sections by program area. Each section is headed by a section chief who provides administrative, supervisory, and technical leadership to the major emergency management program elements: Planning, Preparedness, Operations,

Disaster Assistance and Program Support. Section chiefs report to the Deputy Director and Director. Existing vacancies or positions in Planning, Operations, and Disaster Assistance may be filled and reprioritized to manage projects as needed, or long-term nonpermanent positions may be hired as appropriate. Specific project activities will be managed by State/Regional Nonprofit or contract project managers as determined by the grant manager, DHS&EM, and its partners and stakeholders. DHS&EM can task its Training and Outreach and Public Information functions as needed and address procurement requirements through its Program Support Section. Each DHS&EM project manager will manage resources including partners, stakeholders and contractors to ensure project completion per grant eligibility guidelines, to include scheduling, reporting and budget. DHS&EM project managers will likely have project activity-specific contract project managers to manage and implement individual project activities. Management structures, organizational charts, and the names/positions of staff that will manage CDBG-NDR projects are in (Dropbox: EXC/C5-C28). Per Phase 1 Capacity, DHS&EM and DCRA managed over \$2B and \$295M, respectively, in federal and state funds in 2015. Combined, the State of Alaska and its partners manage billions of dollars of state, federal and other funding annually, and is more than capable of managing any CDBG-NDR award.

References

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