



Hazard Mitigation Branch Strategy

FEMA-DR-4836-Alaska

Declared October 16, 2024

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FEMA



DR-4836-AK



FEMA

FEMA Region 10 -Alaska
DR4836AK Designated Area

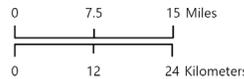


Major Disaster Declaration: DR4836AK
Incident: Flooding
Incident Period: Aug 5-6, 2024
Date Requested: Sep 19
Date Approved: Oct 16
IA: City and Borough of Juneau
PA: City and Borough of Juneau
Hazard Mitigation: Statewide

Legend

- City and Borough of Juneau
- Boundaries -Boroughs, Census Areas

NOTE: this product is not for sharing beyond FEMA R10 Mitigation Disaster Operations Branch



Source: FEMA
Created: Friday October 25, 2024
FEMA Region 10 MDOB DISP



Author: rthays2

Path: C:\ArcGIS\4836AK_Oct_16_2024\4836AK_Oct_16_2024.aprx

Incident Overview

Incident period: August 5-August 6, 2024

Disaster type(s): Flood

Declared date: October 16, 2024

IA declared area(s): City and Borough of Juneau

PA declared area(s): City and Borough of Juneau

State Profile: The State of Alaska has a Standard, Approved, Hazard Mitigation (HM) Plan.

The City and Borough of Juneau has an expired (09/11/2017), Single Jurisdiction, Organized Borough Plan. The Hazard Mitigation Grant Program awarded a Planning Project to support an HM Plan update on 12/21/2023.

The last Quarterly Project Review indicated the “kickoff meeting was held on 3/26/24 and the project is moving forward next quarter. Waiting on the Project Management Review to be sent to the State.”

Outcome Goal

Promote mitigation through education and outreach including identification of emerging risks enabling individuals, communities and stakeholders to implement sustained actions that prepare for and become more resilient from future disasters and their effects.



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1.0 INTRODUCTION

The Joint State of Alaska - FEMA Hazard Mitigation mission, to protect lives and prevent or reduce the loss of property from hazard events, aligns directly with [the State of Alaska Standard Hazard Mitigation Plan](#) directives and the FEMA Mission Statement of helping people before, during, and after disasters.

Hazard Mitigation is defined as sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

The efforts of the Hazard Mitigation (HM) program will advance the outcomes outlined in the State of Alaska Standard / Enhanced Hazard Mitigation Plan and the 2022 – 2026 FEMA Strategic Plan, which include:

- Goal 1: Increase public awareness about the risks from and resilience to the following hazards: cryosphere and permafrost degradation, earthquake, flood and erosion, ground failure, tsunami and seiche, volcano, severe weather, wildland and community fire, and high hazard potential dams.
- Goal 2: Identify locations and State of Alaska (State) critical facilities (CFs) that are vulnerable to the following hazards: cryosphere and permafrost degradation, earthquake, flood and erosion, ground failure, tsunami and seiche, volcano, severe weather, wildland and community fire, and high hazard potential dams; and support local and tribal communities through technical and/or financial assistance in their efforts to do the same.
- Goal 3: Implement projects to reduce risks and increase resilience to the following hazards: cryosphere and permafrost degradation, earthquake, flood and erosion, ground failure, tsunami and seiche, volcano, severe weather, wildland and community fire, and high hazard potential dams; and support local and tribal communities through technical and/or financial assistance in their efforts to do the same.

The Public Assistance Program can also implement mitigation measures on public facilities by means of the Stafford Act Sections 406 and 428 Mitigation funding. The Individual Assistance Program authorizes mitigation funding to eligible individuals through the Stafford Act Section 408. Hazard Mitigation Assistance is authorized for mitigation funding through the Stafford Action Section 404 and is available State-wide.



2.0 PURPOSE OF THE HAZARD MITIGATION STRATEGY

This strategy outlines the plan to identify and implement hazard mitigation opportunities following the disaster declaration for FEMA-DR-4836-AK. It provides the framework for implementing long-term cost-effective solutions to minimize future disaster damages State-wide. The strategy has been designed to be consistent with State of Alaska Standard Hazards Mitigation Plan effective through October 22, 2028, and will serve to:

- Describe actions for HM post disaster program delivery to affected communities and individuals.
- Identify opportunities to achieve hazard mitigation goals within affected localities.
- Document these efforts so they may be shared and enhance future disaster operations.

The State Hazard Mitigation Officer (SHMO), State NFIP Coordinator and the Federal Emergency Management Agency (FEMA) Region 10 Mitigation Disaster Operations Branch worked together to outline strategies and priorities for HM within this disaster. The success of the HM Branch Strategy will be measured by the expected outcomes of the objectives and tasks.

The authority for the implementation of this strategy is granted by signatures of the State and FEMA representatives listed in Section 5.



3.0 DISASTER EVENT AND DECLARATION - Overview

Flood

A glacial dam outburst flood (GLOF) occurred in the Mendenhall Valley, approximately 10 miles northwest of downtown Juneau, on August 5-6, 2024. The flood originated from Suicide Basin; a side basin located less than one mile from the terminus of the Mendenhall Glacier. Suicide Basin was once filled with ice from Suicide Glacier, but as the glacier has receded, ice is no longer deposited into the basin. Now, water from annual snowmelt, ice melt, and rainfall fills the basin. In addition to a calving face of the glacier that holds back water in the basin, floating icebergs from ice calving off the main trunk of the Mendenhall Glacier further complicate the understanding of this dynamic system, along with other factors.

Suicide Basin fills up annually and has drained multiple times per year, with some events producing minor or moderate flooding impacts and others producing no impacts along Mendenhall Lake and River. The U.S. Geological Survey (USGS) stream gauge was installed in 1965. There were no documented impactful glacier outburst events recorded by the stream gauge until July 2011. The Mendenhall Glacier and River system has experienced approximately 39 glacial-dammed lake release events since July 2011. Release volumes of GLOFs vary considerably. Many releases are relatively small, less than 10,000 AC-FT. Three releases, occurring in 2016, 2020, and 2022, were between 24,500 and 29,000 AC-FT. On August 5, 2023, Suicide Basin nearly fully drained, releasing approximately 44,500 AC-FT and causing the Mendenhall River to reach a new record crest of 14.97 FT (gauge datum). This August, the basin fully drained again, releasing a preliminary amount of approximately 49,000 AC-FT and causing the Mendenhall River to set yet another preliminary record crest of 15.99 FT (gauge datum), almost a foot higher than last year. The 2023 and 2024 releases were so much larger than the previous releases because the basin drained nearly completely in these two cases; prior releases only accounted for a portion of the basin's dammed volume.

This year, Suicide Basin filled to the top of the Mendenhall Glacier on August 1st, reaching a maximum pool height of approximately 1,381 FT (gauge datum) and began to flow over the side drainage channel. On the morning of Sunday, August 4th, Suicide Basin began dropping quickly as the drainage started subglacially, and Mendenhall Lake slowly began to respond, causing a Flood Warning to be issued by the NWS's Juneau Weather Forecast Office (WFO). The pre-GLOF release stage at the Mendenhall Lake gauge was approximately 5 FT (gauge datum), rising to minor flood stage of 9 FT by August 5th at 9:15 AM, moderate flood stage of 10 FT by August 5 at 12 PM, major flood stage of 14 ft by August 5th at 9 PM, cresting at 15.99 FT on August 6 at 3:15 AM, and falling back to a baseflow of 5.7 FT by the afternoon of August 7th. The Mendenhall River remained above flood stage for approximately 28 hours.



3.0 DISASTER EVENT AND DECLARATION - Conclusion

Flood

River Flooding

The flood on the Mendenhall River from August 5-6, 2024, was caused by the release of a glacial-dammed lake adjacent to the Mendenhall Glacier. The preliminary peak stage was 15.99 FT (gauge datum), measured at the USGS stream gauge. The preliminary estimate of the release volume for this event is approximately 49,000 AC-FT. The previous record peak stage was 14.97 FT (gauge datum) on August 5, 2023, during last year's near-full Suicide Basin release. The record major flooding from this event was a result of the volume that came out of the basin at one time and the rate of rise. From Monday morning to the crest early Tuesday morning, the rate of rise on the river was around 0.4 FT per hour. The rate of rise was faster this year than last year, which could be due to a more efficient subglacial conduit drainage system, primed by a previous atmospheric river.

The total water level rise at the USGS Mendenhall Lake gauge from the onset of the glacier-dammed lake release to the peak was around 11 FT and occurred over 36 hours. The rate of rise of Mendenhall Lake and the Mendenhall River, which flows six miles from Mendenhall Lake into Fritz Cove, was similar to the event almost exactly a year ago; however, the peak stage this year was one foot higher. These two large GLOF events were unprecedented compared to GLOFs before August 2023. The preliminary peak discharge from this event at the Mendenhall Lake gauge was 33,400 cubic FT per second (CFS) versus the 26,000 CFS crest last year and the 16,300 CFS record from July 2016. The outburst event increased discharge into Mendenhall Lake and River by approximately 30,500 CFS.

A joint Individual Assistance and Public Assistance Preliminary Damage Assessment was conducted from August 26 to September 03, 2024. A formal request for disaster declaration was submitted on September 19, 2024, and officially declared on October 16, 2024.



4.1 - Management			Line of Effort Mapped to IAP Objective: 8	
Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				Drive resilient community recovery through effective post-disaster HM program delivery.
Develop and implement the Mitigation Strategy in coordination with Regional, State and other mitigation partners.	Facilitate joint communication plan and meet all management reporting requirements for Joint Field Office (JFO) operation.	Encourage cohesion across intra- and inter-agency partners to facilitate the ability of impacted communities to access federal mitigation resources .	Coordinate training and outreach with relevant stakeholders.	

Operational Assessment		Resourcing	
Priority	Tactics	Source ID	Resources Provided
1	Draft Mitigation Strategy, obtain objective inputs from programs and state partners. Finalize and distribute to stakeholders.		State Hazard Mitigation Officer: Garrett Brooks HM Group Supervisor: Joshua Todd HM Management Coordinator: Dorothy Jones Support Specialist: Christine Mobley Data Integration Specialist: Eric Hays
2	Establish meeting and communication schedule with State and Region program points of contact.	Resource Shortfalls	
		Resource Needed	Mitigating Action(s)
3	Facilitate coordination with community assistance and mitigation grant programs to ensure successful use for recovery assistance.	Non-Resource Limiting Factors	
		Limiting Factor	Mitigating Action(s)
4	Coordinate training, technical assistance and outreach delivery.		



4.1 - Management

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Collaborate with State to develop Mitigation Strategy	State/FEMA HM		
	Establish communication plan with State/Region/JFO stakeholders <ul style="list-style-type: none"> FEMA will email the SHMO on a weekly occurrence to support situational awareness of HM activities in the declared area, 	State/FEMA	11/14/2024	Completed
Technical Assistance	Implement and monitor the Mitigation Strategy	FEMA HM		
	Provide Mitigation staffing as requested by the State	State/FEMA HM		
Training	Coordinate training with stakeholders	State/FEMA HM		
Close-Out	Identify lessons learned and best practices	FEMA HM		
	Close-out or transition report	FEMA HM		



4.2 – Community Education and Outreach

Line of Effort Mapped to IAP Objective: 8

Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				Individuals and communities better understand their risk and are well-informed about actions they can take to build resiliency.
Establish partnerships with internal and external stakeholders to develop mitigation messaging outreach strategy to all survivors and communities.	Increase availability of flood risk and other natural hazard information to the affected communities, and private sector.	Increase availability of Individual Assistance program information to underserved communities.	Encourage messaging on Best Practice stories.	

Operational Assessment

Resourcing

Priority	Tactics	Source ID	Resources Provided
1	Coordinate between CEO and State partners to identify partnerships and identify mitigation messages for outreach.		State CEO: CEO Group Supervisor: Mary Witucki CEO Specialist: Michyla Lindberg, Sydney Farha
2	Partner with Regional Flood Insurance Liaison to delivery training and insurance messaging through community and private sector partnerships.	Resource Shortfalls	
		Resource Needed	Mitigating Action(s)
3	Identify best ways to deliver mitigation messaging to underserved areas within the declared area.	N/A	
4	Identify projects or actions that could be flagged for best practice stories.	Non-Resource Limiting Factors	
		Limiting Factor	Mitigating Action(s)
		N/A	



4.2 – Community Education and Outreach

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Develop CEO Outreach Plan	State/FEMA HM		
	Identify publications and outreach materials for distribution that are specific to the City and Borough of Juneau	State/FEMA HM		
	Collaborate on areas of interest for community education and outreach	FEMA HM		
Technical Assistance	Conduct assessment for MIAP implementation	FEMA HM		
	Collaborate with program partners and State to deliver mitigation workshops	State/FEMA HM		
Training	Identify areas of interest and provide information about FEMA programs, flood risk, and other natural hazards	State/FEMA HM		
Close-Out	Identify lessons learned and best practices	FEMA HM		
	Close-out or transition report	FEMA HM		



4.3 – Floodplain Management and Insurance

Line of Effort Mapped to IAP Objective: 8

Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				<p>Catalyze community partnerships to promote sustained and equitable investments in flood risk reduction.</p> <p>Increase understanding and acceptance of selling and buying NFIP flood insurance</p>
<p>Ensure NFIP Programmatic Compliance through technical assistance to the Tribal floodplain managers.</p>	<p>Identify training needs on floodplain regulations, substantial damage and permitting.</p>	<p>Update Insurance Agent contact list and conduct outreach to Agents to provide current NFIP and Risk Rating 2.0 information</p>	<p>Partner with representatives of local NFIP-participating communities to promote flood insurance to a variety of audiences.</p>	

Operational Assessment

Resourcing

Priority	Tactics	Source ID	Resources Provided
1	The City and Borough of Juneau participate in the National Flood Insurance Program. There are 397 policies in force		<p>State NFIP Coordinator: Harmony J. Curtis, CFM Juneau Floodplain Manager: Courtney Forrest Floodplain Management Lead: Scott Van Hoff State Insurance Coordinator: Lori Wing-Heier Insurance Lead: Kristin Minich</p>
2	Establish any training or technical assistance requests or needs.	Resource Shortfalls	
		Resource Needed	Mitigating Action(s)
3	Identify outreach needs and training or technical assistance requests.	N/A	
4	Provide information on NFIP resources and training opportunities.	Non-Resource Limiting Factors	
		Limiting Factor	Mitigating Action(s)
		N/A	



4.3 – Floodplain Management and Insurance

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Community assistance contacts	State/FEMA HM		
	Participation in community meetings	State/FEMA HM		
	Assess community participation and increase adoption and enforcement of the NFIP, building codes, and higher floodplain management standards	State/FEMA HM		
	Update insurance agent contact list	State/FEMA HM		
	Conduct insurance outreach	State/FEMA HM		
	Promote flood insurance to a variety of audiences	State/FEMA HM		
Technical Assistance	Ensure NFIP compliance through general technical assistance mission	State/FEMA HM		
	Conduct a survey of insurance agent sales to identify successes and challenges	State/FEMA HM		
Training	Deliver floodplain management trainings as requested	State/FEMA HM		
	Deliver NFIP trainings as requested	State/FEMA HM		
Close-Out	Identify lessons learned and best practices	State/FEMA HM		
	Close-out or transition report	State/FEMA HM		



4.4 – Hazard Mitigation Assistance

Line of Effort Mapped to IAP Objective: 8

Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				Community partners, in conjunction with the Tribe, are aware of HMGP funding opportunities and have plans to deliver on projects to promote sustained and equitable investments in risk reduction.
Maximize mitigation opportunities through disaster grants.	Through coordination with partners, identify barriers and outstanding needs related to effective Hazard Mitigation Grant Program delivery and address outstanding issues.	Provide technical assistance to deliver grant program training to tribal stakeholders.		

Operational Assessment

Resourcing

Priority	Tactics	Source ID	Resources Provided
1	Review State Plan for priorities for grant program project alignment (404/406/BRIC/FMA).		State Hazard Mitigation Officer: Garrett A. Brooks FEMA HM Grants Lead: Katja Fiertz
2	Provide technical assistance to complete HMGP Admin Plan, project identification, application development and funding estimates at 30 days, 6 months and 12-month lock-in.	Resource Shortfalls	
		Resource Needed	Mitigating Action(s)
3	Identify training needs to schedule and deliver as requested.	N/A	
		Non-Resource Limiting Factors	
		Limiting Factor	Mitigating Action(s)
		N/A	



4.4 – Hazard Mitigation Assistance

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Collaborate with the State Hazard Mitigation Officer to establish priorities, funding notices, and complete State HMGP Administrative Plan and / or Addendum	State/FEMA HM		
Technical Assistance	Collaborate with State Hazard Mitigation Office to assist in requests for technical assistance	State/FEMA HM		
	Receive applications for HMGP funding	FEMA HM		
	Review applications for HMGP funding	FEMA HM		
Training	Provide training on HMGP process and applications to the State, communities and other partners (trainings 212, 213 and 214)	FEMA HM		
Close-Out	Identify lessons learned and best practices	FEMA HM		
	Close-out or transition report	FEMA HM		



4.5 – Hazards Performance and Analysis			Line of Effort Mapped to IAP Objective: 8	
Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				Partnership and projects are equitable investments in risk reduction and support Hazard Mitigation Plan goals.
Evaluate and support capacity for use of tools and processes for effective, efficient, and equitable mitigation program delivery in the post-disaster environment.	Collaborate with communities and other tribal and Federal partners to assess the extent of emerging risk (e.g., climate change) and integrate emerging disaster risk and mitigation into local planning.	Support community mitigation of high-risk properties.	Provide efficient and equitable delivery of the PA (406) Mitigation mission.	
Operational Assessment		Resourcing		
Priority	Tactics	Source ID	Resources Provided	
1	Review State Plan for priorities for grant program project alignment (HMGP [404], PA [406] Mitigation, BRIC, FMA).		FEMA HPA Group Supervisor: Jack Malone FEMA PA 406 Mitigation Specialist: Joshua Todd FEMA Community Planner: Jennifer Adleman	
2	Prepare the Best Available Hazard Data Memo.	Resource Shortfalls		
3	Review impacts analysis and identify high risk properties.	Resource Needed		
4	For communities with no prior PA 406 Mitigation and requiring additional technical assistance and training, review the Preliminary Damage Assessment data report, develop the damage tracking workbook, the PA (406) Mitigation information sheet and frequency / recurrence interval memo.	N/A		
		Non-Resource Limiting Factors		
		Limiting Factor		
		N/A		
		Mitigating Action(s)		



4.5 – Hazard Performance and Analysis

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Provide staffing for PA Mitigation Program for Phase 1 (Operational Planning) and Phase 2 (Damage Intake and Eligibility Analysis)	FEMA HM		
	Identify perishable data needs, high risk dams/levees, emerging risks, and historical mitigation obligations	FEMA HM		
	Identify expired/expiring HM Plan for outreach to assist in updates or grant applications	FEMA HM		
Technical Assistance	Develop 406 Mitigation Information Sheet	FEMA HM		
	Develop and oversee to obligation hazard mitigation proposals attached to PA projects/damages	FEMA HM		
	Complete Recurrence Interval Report, required for Benefit Cost Analysis eligibility	FEMA HM		
	Collaborate with State Hazard Mitigation Office for technical assistance for Hazard Mitigation Plan development or updates	FEMA HM		
Training	Provide 404/406 Mitigation Training to the State, communities and other partners	FEMA HM		
	Deliver Training on local hazards as requested	FEMA HM		
Close-Out	Identify lessons learned and best practices	FEMA HM		
	Close-out or transition report	FEMA HM		
	Completion of PA Mitigation metric	FEMA HM		



4.6 – Mitigation Advisor / Long Term Recovery

Line of Effort Mapped to IAP Objective: 8

Objectives	Not Yet Started	Nearing Completion	Completed	Outcome
				Long-term recovery of disaster impacted community is supported through coordination of available federal, state, and NGO resources
Identifying mitigation gaps and recovery priorities through the scope of interagency recovery coordination team, (or other identified long term recovery group) to build a recovery needs assessment and recovery strategy.	Communicate communities expressed long term recovery priorities/needs to relevant FEMA programs and assess what available mitigation grant funding opportunities may be applicable through partner agencies.	Provide general technical assistance, promote mitigation messaging and connect communities with appropriate program Subject Matter Experts (SME) when necessary.		

Operational Assessment

Resourcing

Priority	Tactics	Source ID	Resources Provided
1	Establish relationships with other Federal agencies (OFA) and the FEMA Recovery Division, with the intent to identify and coordinate long-term recovery resources to maximize funding and implementation of mitigation projects.		Federal Coordinating Officer: Lance Davis IRC Federal Disaster Recovery Officer: FEMA Mitigation Advisor: Christine Brown
2	Participate in disaster long-term recovery mitigation meetings and determine appropriate Tribal and FEMA responses to community needs.	Resource Shortfalls	
		Resource Needed	Mitigating Action(s)
3	Provide introductions to Region 10 SME's to support access to mitigation programs.	N/A	
		Non-Resource Limiting Factors	
		Limiting Factor	Mitigating Action(s)
		N/A	



4.6 – Mitigation Advisor / Long Term Recovery

Program Area	Milestone	Responsible Party	Target Date	Status
Outreach	Identify State and RSF partners	FEMA HM		
	Develop Mitigation Opportunity Analysis from IRC Assessment and PDA	FEMA HM	12/16/2024	
Technical Assistance	Identify and report community specific issues and needs to stakeholders	FEMA HM		
	Participate in disaster long-term recovery meetings and determine appropriate State and FEMA mitigation responses to community needs	FEMA HM		
Training	Contribute mitigation findings to Recovery Strategy Implementation Plan and Integrated Strategic Plan	FEMA HM		
	Identify training needs of communities and the State, and collaborate with regional partners to coordinate delivery	FEMA HM		
Close-Out	Identify lessons learned and best practices	FEMA HM		
	Close-out or transition report	FEMA HM		



5.0 SIGNATURES

Alan B. Cavallo
State Coordinating Officer

Jonathan D. Zeppa
Deputy State Coordinating Officer

Garrett Brooks

Garrett A. Brooks
State Hazard Mitigation Officer

Harmony J. Curtis, CFM
State NFIP Coordinator

Lance Davis
Federal Coordinating Officer

Willie G. Nunn
Region 10 Regional Administrator

Ryan Ike
Region 10 Mitigation Division Director

Laura A. McSweeney
Region 10 Hazard Mitigation Branch Director



6.0 CLOSEOUT AND TRANSITION

The State of Alaska and the FEMA Region 10 Hazard Mitigation Division staff developed this Hazard Mitigation Strategy. It contains specific objectives to accomplish the goals of this mission.

Closeout of the mitigation recovery programs occurs when the objectives in the Mitigation Strategy have been reached. If the objectives are not reached before closure of the Joint Field Office, the Hazard Mitigation programs will transition to Region 10.

The State and the FEMA Hazard Mitigation Branch will coordinate the closeout responsibilities with Region 10 Mitigation Division. The FEMA Region 10 Mitigation Disaster Operation Branch will collect the official file copies of products, tools developed, and resources to transition to Region 10 following the recommendations of the Hazard Mitigation Field Operations Guide (v 5.0).

By addressing these initiatives, the State and its Federal partners will be better able to assist the public and to end the damage-repair-damage cycle through effective mitigation measures.



7.0 ATTACHMENTS

DECLARED OCTOBER 16, 2024

SUMMARY

STATE: Alaska
 NUMBER: FEMA-4836-DR
 INCIDENT: Flooding
 INCIDENT PERIOD: August 5-6, 2024
 DATE REQUESTED BY GOVERNOR: September 19, 2024
 FEDERAL COORDINATING OFFICER: Lance E. Davis
 National FCO Program

DESIGNATIONS AND TYPES OF ASSISTANCE:

INDIVIDUAL ASSISTANCE (Assistance to individuals and households):

City and Borough of Juneau.

PUBLIC ASSISTANCE (Assistance for emergency work and the repair or replacement of disaster-damaged facilities):

City and Borough of Juneau.

HAZARD MITIGATION GRANT PROGRAM (Assistance for actions taken to prevent or reduce long term risk to life and property from natural hazards):

All areas in the State of Alaska are eligible for assistance under the Hazard Mitigation Grant Program.

OTHER: Additional designations may be made at a later date if requested by the state and warranted by the results of further damage assessments.

Streamflow at Mendenhall Lake in Alaska

