U.S. Department
of Transportation

**Federal Highway
Administration**

Office of the Administrator

400 Seventh St., S.W.
Washington, D.C. 20590

August 31, 1993

Refer to: HEP-10

Ms. Oleta Garrett Fitgerald
Acting Director of Intergovernmental Affairs
Fourteenth and Independence Avenue, SW.
U.S. Department of Agriculture
Washington, D.C. 20250

Dear Ms. Fitzgerald:

Enclosed are three copies of the Federal Recovery Task Force Report for Transportation/Bridges and Roads dated August 31, 1993. This report is based on input provided by the Federal agencies participating on the task force.

The first meeting of the task force was on August 20, 1993. The enclosed report is the major product resulting from the task force meeting.

Since this task force may impact or be impacted by other task force findings, we would like to receive copies of their reports. We are particularly interested in those that could affect transportation such as the Levee Reconstruction, Wetland and Flood Plain Managment Task Force, the Environmental Task Force and the Public Works Task Force reports.

If you have any questions or need additional information, please contact me directly at (202) 366-0650 or Mr. Richard Torbik at (202) 366-0233. Mr. Torbik provided the staff support for this report.

Sincerely yours,

Rodney E. Slater
Administrator

3 Enclosures

U.S. Department of Transportation

FEDERAL HIGHWAY ADMINISTRATION
Office of Environment and Planning
Statewide Planning Division

HEP-10

DATE: **October 26, 1993**

NOTE TO: **Transportation/Bridges and Roads Task Force**

FROM: **Dick Torbik** for N. Wood
Federal Highway Administration

RE: **Task Force Update Report**

Enclosed is the updated Task Force Report dated October 18, 1993. This report contains the information requested by the Department of Agriculture on cross-cutting areas that could involve other Task Forces and the identification of future areas that should be addressed in the event of future floods. It also contains an update of the information that was presented in the August 28 report. The information contained in the update report is based on your responses to my September 29 request.

Also enclosed for your information are copies of the transmittal letter to Ms. Oleta Garrett Fitzgerald and the October 18 response to the questions contained in Mr. Francis B. Francois' letter of September 27. Also enclosed is an update report from the Small Business Administration which was received on October 22.

I would like to take this opportunity to thank each of you for your timely input to both of the reports. Please feel free to contact me if you have any questions on the information in the reports or the activities of this Task Force.

U.S. Department
of Transportation

**Federal Highway
Administration**

Office of the Administrator

400 Seventh St. S.W.
Washington D.C. 20590

October 22, 1993
Refer to: HEP-10

Ms. Oleta Garrett Fitzgerald
Acting Director of Intergovernmental Affairs
Fourteenth and Independence Avenue, SW.
U.S. Department of Agriculture
Washington, D.C. 20250

Dear Ms. Fitzgerald:

As indicated in my October 8, 1993, letter, we have updated the information contained in the August 31, 1993, Task Force Report. Enclosed are three copies of the updated report for your information and use.

You will note that the updated report contains information from most of the task force members reflecting more current information. In addition, the report contains areas that we feel may cut across other task forces as well as some recommended areas that should be given attention based on our experience with this flood. The major transportation issue identified that cuts across other task forces is the reconstruction of the levees. The location of the levees is also identified as a major concern with respect to future transportation improvements.

Our task force is interested in being advised of any transportation issues identified by other task forces. I would appreciate your bringing these issues to my attention.

Please feel free to contact me if you have any questions on the enclosed report or the task force activities.

Sincerely yours,

Rodney E. Slater
Administrator

Enclosure

US Department
of Transportation
Federal Highway Administration

Office of the Administrator

October 18, 1993
Refer to: HPD-1

Mr. Francis B. Francois
Executive Director
American Association of State
Highway and Transportation Officials
Washington, D.C. 20001

Dear Mr. Francois:

Thank you again for participating in the recent Midwest Flood Recovery Task Force meeting on Transportation/Roads and Bridges. The comments you and Wayne Muri provided are most helpful as we prepare our assessment of transportation issues related to the flood recovery effort.

On September 27, you presented eight issues raised by the States concerning Federal disaster assistance. The enclosed comments respond to the first seven issues, which relate to our emergency relief (ER) program. We will provide a copy of this letter to each of our field offices involved in the flood relief effort so they are aware of our latest position on these issues.

The eighth issue involves assistance to railroads. The Federal Railroad Administration (FRA) has informed me that the special appropriations recently provided by Congress will be fully used in funding already identified rail repair needs. Unless Congress appropriates additional funds, the FRA will not have any resources available to help in possible damage repairs next spring.

You also asked about the repair of levees. A separate task force is reviewing levee impacts and we will bring your concerns to its members' attention.

I especially appreciate your forwarding the favorable comments you have heard on how our field staff have been responding and assisting with the ER program in their States. I have been very proud of the effort our field staff has made--it goes beyond professional requirements, to a personnal commitment to the communities and the people they serve. We are committed to ensuring the States receive the full benefits available from the ER program, and will continue to cooperate with Federal, State, and local officials and the private sector to that end.

Sincerely yours,

Rodney E. Slater
Administrator

Enclosure

EMERGENCY RELIEF
Responses to State Comments

The following comments respond to emergency relief (ER) issues raised in Mr. Francis B. Francois' September 27 letter to Federal Highway Administrator Rodney E. Slater:

Issue 1

RECEDING WATERS AND DAMAGE TO PAVEMENT: For roads under water, it has been FHWA's policy to allow ER funds to pay for physical damage to the road that is evident when the water recedes. States are concerned that while the roads may look alright immediately after the water recedes, the flooding may have saturated bases and underlying ground which will result in subsequent damage when traffic is allowed back on the road. In addition, these saturated bases and underlying ground may lead to quick road deterioration during the numerous freeze/thaw cycles over the full winter/early spring season. It is recommended the FHWA modify this policy for the Midwest floods.

Issue 1 Response

That doesn't help much!

We have a longstanding policy of limiting ER eligibility to damage caused directly by the disaster or catastrophic event. Damage caused by traffic is generally not eligible except for traffic damage related to repair of a Federal-aid highway or other transportation facility or for traffic damage related to detours (see Issue 4). If, when flood waters recede, highway officials find that roadbeds are saturated, we expect these officials to control subsequent traffic use of these roads in such a manner that this traffic will not damage the facility.

Freeze/thaw damage to roadways, again, is not caused by the disaster itself and thus not eligible for ER funding. This type of damage occurs annually to roadways in these States and we have no reason yet to believe that this year's damage will differ significantly from historical trends.

Issue 2

BROADER DEFINITION OF EVENT: The Midwest flooding as an event has not yet run its course, as witnessed by heavy flooding again in Iowa and Missouri and the probability of still further flooding in the presence of fully saturated soils, full creeks and rivers, and expected fall and spring rains. There is concern that the FHWA might soon declare this "event" over, when in fact it appears it could continue for the rest of 1993 and into 1994. It is recommended ER continue to be available until the 1993 Midwest flood event is over.

Issue 2 Response:

For this summer's flooding, ER funding is available to repair currently identified damage as well as damage yet to be identified at Federal-aid highway sites still under water and inaccessible. If

rains this fall cause further damage to Federal-aid highways, we will evaluate each case on its own merits. If the damage occurs at generally the same sites previously damaged this summer and can be viewed as an extension of the ongoing flood damage at these sites, it can be funded under the previously approved ER finding for the summer flooding. However, if the flood damage is of a significantly greater magnitude at these previous sites or if the damage is in counties or areas not part of the previous finding, we would generally view this as another event or disaster for the purposes of the ER program. Although this would require that the extent of the damage be such as to justify a separate ER finding, certain advantages would result regarding a new finding in that it would initiate a separate 180-day time period for higher Federal share for certain repair activities and also another $100 million cap per State per disaster.

Because of the time lapse, if spring 1994 rains cause damage, we will likely view this damage as a new "event" under the ER program.

Issue 3

ROADS PREVIOUSLY SCHEDULED FOR IMPROVEMENT: Under the ER program, roads previously scheduled for improvement are not eligible for repair with ER funds. If small or minor improvements have been scheduled, does this preclude the use of ER funding of repair? For example, a road may be scheduled for repaving and flooding causes extensive damage that requires complete rebuilding of the road, or a bridge may be scheduled for repainting and it is then destroyed by the flood. To what extent, if any, can ER funds participate in permanent repairs? Also, when is a project considered scheduled for construction?

Issue 3 Response

Emergency relief funds are not intended to supplant other funds for correction of preexisting, nondisaster-related deficiencies. As a general rule, work already scheduled to repair or replace deficient facilities that are damaged during a disaster will not be eligible for ER funds but should be funded as originally intended.

The scheduling of small or minor improvements does not necessarily preclude ER funding for permanent repair work. Although each case must be evaluated individually based on the nature of the scheduled work and the extent of the damage, ER funds generally can be used to restore those elements of a highway facility back to their predisaster condition provided these elements were not scheduled for major repair or replacement prior to the disaster. For the above road example, assuming significant portions of the grade and roadbed have been destroyed and assuming only an overlay had been scheduled, ER funds could be used to replace the lost embankment, including placement of a suitable paved surface. However, if the flood damage

was limited to a road's surface that had previously been scheduled for improvement, placing a new permanent surface would not be the responsibility of the ER program. For the bridge example, because painting is considered to be a minor item and incidental to the structure itself, ER funding could be used to replace the bridge if it was destroyed.

A project is considered scheduled for repair or replacement if the construction phase is included in the currently approved Transportation Improvement Program and/or Statewide Transportation Improvement Program, or if contract plans are being prepared.

Issue 4

DAMAGE FROM DIVERSION: Flooding may cause diversion of traffic from major highways to lower-order roads. In some instances this diverted traffic may cause significant damage to these lower-order roads. Can ER funds be used to repair this damage?

Issue 4 Response

Official detours for closed highways are generally established on roads that are able to handle the detour traffic. If, however, it can be clearly demonstrated that the detour traffic is the cause of damage, repair of the officially established detour road is eligible for ER funding.

Issue 5

SURFACING ALREADY STABILIZED CRUSHED ROCK: To maintain essential traffic, a road grade may have been temporarily raised above flood water level with crushed rock using ER funds. The cost of removing this crushed rock to restore the pre-disaster grade would also be eligible for ER funding. However, it could be more economical to place a paved surface on the raised grade than pay for removing the crushed rock and this would preserve the benefit of the higher grade in case of future flooding. Under these circumstances, would the paving costs be eligible for ER funding?

Issue 5 Response

First, a decision has to be reached that the raised grade can be left in place. Raising the grade may have significant hydrological impacts on land surrounding the highway facility. For example, it could change future flooding patterns or impact wetland areas. Because of this, we would expect that the impacts of the raised grade would be evaluated under the environmental process. If the environmental process results in a decision that the raised grade is acceptable, this betterment, including the needed surfacing, would be viewed as eligible for ER funds.

Issue 6

TIMEFRAME FOR REPAIR: After 180 days the Federal share for emergency repairs to restore essential traffic service is reduced from 100 percent to the normal Federal share for improvements on the Federal-aid route damaged (Interstate - 90 percent; non-Interstate Federal-aid highways - 80 percent). Recent additional flooding may make this timeframe difficult to complete.

Issue 6 Response

The intent of this provision of law is not to provide 100 percent Federal funding for all repair work done under a disaster but rather to provide a higher Federal share for emergency repairs quickly completed to restore essential traffic service. Otherwise, permanent repair costs are typically funded on a Federal/State cost sharing basis as outlined above unless this permanent repair is in fact accomplished as part of the work to restore essential traffic service. Logically, this special period for a higher Federal share, which is limited to 180 days, must have started at least by the time the State has begun incurring eligible ER costs. As discussed in Issue 2 above, additional flooding may be of a nature that a decision can be reached to establish a second disaster or event under the ER program that will provide some flexibility in the 180-day timeframe for those damaged highways associated with the second event.

Issue 7

EXPENSES ON ONGOING PROJECTS: The flood has created new unexpected costs on some ongoing highway and bridge construction projects, such as where a contractor's equipment has been flooded and destroyed, or the terrain has been reshaped. Can ER pay for these unexpected ongoing project expenses?

Issue 7 Response

On active construction projects, if it can be established that repair of the in-place highway facilities is not the responsibility of the contractor but is in fact the State's responsibility, ER funds may be used to replace the in-place highway facilities back to their pre-disaster condition. For example, if the flood destroyed part of a fill that was being constructed, ER funding could be used to restore the fill back to the grade and cross-section that existed prior to the flood.

Emergency relief funding is limited to in-place highway facilities. This does not include material stockpiled on- or off-site but is limited to materials actually incorporated into the road or bridge. Further, ER funding cannot be used to replace the contractor's equipment. If a State has a responsibility to pay for contractor equipment, it will have to do so with its own funds.

TRANSPORTATION

ROADS

AND

BRIDGES

1993 MIDWEST FLOOD RECOVERY

TASK FORCE REPORT UPDATE

October 18, 1993

From reports furnished by: Federal Highway Administration, Federal Railroad Administration, Maritime Administration, U. S. Coast Guard, Federal Aviation Administration, Federal Transit Administration, Research And Special Programs Administration, Department of Energy, Federal Emergency Management Agency.
Compiled by Federal Highway Administration

The objective of this report is to follow up with responses and updates to the questions that were brought to the attention of the Transportation/Bridges and Roads Task Force at the September 28, 1993 task force meeting. This task force is one of 12 Federal task forces that were established by Secretary of Agriculture Mike Espy to implement and coordinate the Federal response to the Midwest Flood. The primary charge of the Transportation task force is to facilitate Federal efforts to restore the transportation systems in the States affected by the flood.

At the September 28 meeting task force members were requested to respond to the following three items:

- The Department of Agriculture request that issues be identified that may be cross cutting issues that could impact more than one Task Force.

- Mr. Rodney E. Slater, Task Force Chairman, called for an update of the information contained in the August 31, 1993 Task Force report.

- Identification of any future or longer term issues that should be brought to the attention of Secretary Espy for the flood recovery effort. This is particularly important with regard to the elimination of recurring problems in the event of another flood.

The individual agency responses to the above items are attached. A summary of these responses follows:

- In response to cross cutting issues that could impact more than one Task Force, several agencies are concerned about the nature of levee repair and its impact on transportation. For instance, if the Environmental Flood Recovery Interagency Working Group's long-term recovery plan involves the restoration of ecological values of the floodplain as an alternative to restoration of the levees there may be serious impacts on roadways and railways including the establishment of alternative transportation routes. Increased cost of relocating transportation systems should be part of the overall cost equation.

- Updated information to the August 31, 1993 Transportation Roads and Bridges Task Force Report:

  Federal Highway Administration - Emergency Relief (ER) funding has been approved for eight of the nine States and the Illinois request is being reviewed. The States have been provided approximately $97 million in ER funds to date. Because of the high water which still restricts access to some sites, a full inventory of the damage to Federal-aid highways has not been completed. In addition, recent heavy rains are causing further damage in some States. It is expected further ER funding will be provided to the States as additional needs are identified. An update of the status of each State is included in the attachment.

Federal Railroad Administration - Based on meetings with the Interstate Commerce Commission, the American Shortline Railroad Association, the Association of American Railroads and individual Class One carriers, it appears that all principal railroads have resumed full service operations over the affected routes with specific exceptions in the state of Missouri. Affected states will apply for Local Rail Freight Assistance (LRFA) funding. FRA is taking a proactive roll to work with the affected states to iron out any issues or problems in advance.

Maritime Administration - Maritime's prognostications (see pages 46 and 50 of the Task Force Report) have been proven accurate thus far. The Maritime Administration is also concerned with completing the levee repairs before an early winter and the possibility of a repeat flood next spring. The government needs to educate and prepare the public for a re-visitation of flood problems in order to avoid a major public backlash.

U. S. Coast Guard - All aids to navigation have been restored and all bridges have been returned to normal operations.

Federal Aviation Administration - Eight general aviation airports remain in various stages of reconstruction. Five airports (Creve Coeur, MO.; Hermann, MO.; Lexington, MO.; Arrowhead, MO.; and Amana, IA.) will remain closed indefinitely due to extensive damage from the initial flooding which was complicated by the recent flooding. The Perryville, MO. airport is expected to reopen on a limited operational basis on October 18, 1993. Full restoration of the Spirit of St. Louis Airport and the Jefferson City Airport, to include navigation aids, will be completed after levee reconstruction. Work continues on the reconstruction of the St. Louis Automated Flight Service Station.

FTA Flood Update - All transit systems in urban areas are fully operational. The same holds true for specialized rural and elderly/disabled, transit systems which operate, primarily, in urban areas. Concerning claims, vehicle and equipment losses are being negotiated with insurance companies and with the Federal Emergency Management Agency (FEMA) since their funds, are intended to cover "pre-flood" vehicle/equipment conditions based on age and maintenance records, exceeding insurance coverage. If the insurance adjusters claim vehicles/equipment as a total loss but the amount paid reflect "current value" but not "replacement value", no monies would be expected from FEMA. Some States, like Missouri, does not provide a "local share" and, therefore, the cost difference to replace vehicles and damaged equipment is left to the transit system since the FTA has no emergency funds. Estimates of structural damages are still being determined.

RSPA Office of Pipeline Safety - $10 million dollars rather than $8 - 10 million dollars is projected for Panhandle Eastern Pipe Line Company to stabilize pipelines, repair damaged roads, and replace damaged pipe and facilities near Booneville, Missouri. $2.7 million dollars instead of $1 million is projected for Amoco

Pipeline Company to provide support to pipelines, replace a creek crossing and provide for future contractor inspections for pipelines in Chariton County, Missouri.

DOT Office of Intermodalism - Transportation issues that may be impacted by other Task Forces and future issues that should be brought to the attention of the flood recovery effort include levee reconstruction and long-term planning which contains a process for recovering and managing floodplains. Part of this plan involves the restoration of ecological values of the floodplain as an alternative to restoration of the levee system. There may be impacts on the transportation system in the flood area, if levees, upon which roadways and rail tracks are situated, are not restored or replaced. Non-construction alternatives to the levee system, such as restoration of floodplains wetlands and relocation of communities may cause the rerouting of roads and railroads, which may cause increased costs (and funding) associated with the provision of alternate routes.

Department of Energy - Indications are that the summer flooding and recent rains will not cause bulk power supply disruptions or coal supply problems at power plants in the Midwest flood area this winter. Barge and rail traffic are beginning to build coal stocks at generating stations along the rivers and utilities with units out of operation have been buying electricity from other utilities.

Federal Emergency Management Agency - The current estimate for the repair of non federal-aid roads is $116 million dollars. Further damage is expected from traffic on roads with saturated sub-bases, and freeze-thaw cycles. Estimates for the Air mode is less than $2 million dollars for the FEMA program and other transportation modes is minimal. The estimate for Pipelines is 0.

- Identification of any future or longer term issues that should be brought to the attention of Secretary Espy. Two main concerns seem to be a common thread across the transportation industry. One is the consideration of the relocation of communities and the effect that would have on the replacement of existing transportation facilities from a major cost and service perspective. Secondly, the elimination of levees particularly those that carry roadways and rail roads could also have a major disruption and cost component. In addition to these primary concerns, consideration should be given to setting appropriate standards for levee construction carrying transportation facilities and the educating of the public in case of a repeat flood next spring.

If you have any questions regarding this report please contact Mr. Richard A. Torbik at (202) 366-0233 or Mr. Harold Wood at (202) 366-4092.

Attachments:

FHWA Flood Update

ILLINOIS

An ER application has been submitted and is being reviewed. Total ER funding needs are estimated to be in the $15 -20 million range. The Mississippi River bridge at Quincy and the Joe Page Bridge on the Illinois River remain closed.

IOWA

An ER application has been approved. The State has been provided $16.7 million in ER funds to cover the estimated Federal share of repair costs. No significant routes are closed to traffic.

KANSAS

An ER application has been approved. The State has been provided $18.4 million in ER funds to cover the estimated Federal share of repair costs. Two minor State route remain closed. Heavy rain in late September has caused damage to Federal-aid highways in two or three counties in southeast Kansas. These counties were not included in the summer flooding and for the purposes of the ER program this repair work will be treated as a new event. Estimated repair costs are $1 million.

MINNESOTA

An ER application has been approved with an initial allocation of $4.5 million in ER funds. Total ER funding needs are estimated at $7 million. All Federal-aid routes in the State are open.

MISSOURI

An ER application has been approved. The State has been provided $47.8 million in ER funds with total ER funding needs estimated at about $50 million. Due to recent rains, approximately 70 roads and bridges are still closed including four bridges over the Missouri River and one over the Mississippi River. During a recent special session of the State legislators, the highway commission was given the authority to issue bonds to help pay for flood damage to State highways; however, the initial decision of the commission is that the bonds are not needed yet.

NEBRASKA

An ER application has been approved. The State has been provided $3 million in ER funds to cover the estimated Federal share of repair costs. All State routes are open except for Nebraska Route 8 at the Big Nemaha River east of Dubois where two bridges were washed out.

NORTH DAKOTA

An ER application has been approved. The State has been provided $2.8 million in ER funds to cover the estimated Federal share of repair costs. All State routes are open.

SOUTH DAKOTA

An ER application has been approved. The State has been provided $2.1 million in ER funds to cover the estimated Federal share of repair costs. All Federal-aid routes in the State are open.

WISCONSIN

An ER application has been approved and an initial allocation of $1.5 million in ER funds was made. Total ER funding needs are estimated to be $3 million. All State routes are open with only one county Federal-aid route closed.

FRA Flood Update

STATE BY STATE RAILROAD RECOVERY STATUS:

Based upon recent meetings with Interstate Commerce Commission staff, the American Short Line Railroad Association, the Association of American Railroads and individual Class One carriers, it appears that all principal railroads have resumed full service operations over the affected routes, with the following specific exceptions in the State of Missouri:

o The Gateway Western Railroad, which operates a main line from Kansas City to St. Louis and to Springfield, IL, has severe breaks and washouts on that line in several places that will require extensive reconstruction of embankments and major bridge structures. Service by the railroad is being maintained by rerouting its traffic over the lines of other rail carriers. How long this expensive action can be maintained by the Gateway Western is not known.

o The Santa Fe Railway, the Union Pacific Railroad and the SOO Line report normal, but very heavy train operations.

o Burlington Northern's operations in Missouri have been severly affected, with traffic levels currently estimated to be around 50 percent of normal for this time of year.

PROGRAM IMPLEMENTATION ISSUES AND UNMET NEEDS:

Based upon the likelihood that several of the affected States will apply for Local Rail Freight Assistance (LRFA) funding from FRA, program staff have taken proactive steps to work with those States to iron-out any issues or problems in advance. No unusual issues are anticipated, and FRA staff will work with the States and the Corps of Engineers on the Gateway Western Railroad's specific problems on its main line, as cited above, as they may be affected by the line's proximity to the Missouri River.

MARAD Flood Update

1. All transportation modes (barge, rail, truck) will be affected by the Levee Task Force. Although the Corps of Engineers is working as fast as

possible in inspecting, letting contracts and repairing levees, continuing sporadic rains and the advent of early winter will prevent them from completing levee repairs prior to next Spring. The normal Spring floods will almost surely recreate some of the problems we have witnessed in 1993. Can our committee get a status report from the Levee committee? The government needs to educate and prepare the public for a re-visitation of flood problems in Spring '94 in order to avoid a major public backlash.

2. Unfortunately, our prognostications on pages 46 and 50 of the report have been proven accurate thus far.

On page 47, items: (1) the Corps has now agreed to keep the Missouri River open until December 1 and to keep the upper Mississippi open as long as weather permits (about December 1); (2) We understand that unemployment benefits have been extended but without specific relationship to the flood; (3) We have not heard any report extending tax filing deadlines. Have you? (4) Can you ask the Levee Committee or Corps to give us an update on this point?

3. Per above, levee reconstruction is the key to your question.

USCG Flood Update

All aids to navigation have been restored and all bridges have been returned to normal operations.

FAA Flood Update

Eight general aviation airports remain in various stages of reconstruction. Five airports (Creve Coeur, MO.; Hermann, MO.; Lexington, MO.; Arrowhead, MO.; and Amana, IA.) will remain closed indefinitely due to extensive damage from the initial flooding which was complicated by the recent flooding. The Perryville, MO. airport is expected to reopen on a limited operational basis on October 18, 1993. Full restoration of the Spirit of St. Louis Airport and the Jefferson City Airport, to include navigation aids, will be completed after levee reconstruction. Work continues on the reconstruction of the St. Louis Automated Flight Service Station.

FTA Flood Update

o All transit systems in urban areas are fully operational. The same holds true for specialized rural, or FTA Section 18, transit systems and for specialized elderly/disabled, or FTA Section 16(b) (2), transit systems which operate, primarily, in urban areas.

o Concerning claims, vehicle and equipment losses are being negotiated with insurance companies and with the Federal Emergency Management Agency (FEMA) since their funds, according to regulation, are intended to cover "pre-

flood" vehicle/equipment conditions based on age and maintenance records, exceeding insurance coverage. That is, if the insurance adjusters claim vehicles/equipment as a total loss but the amount paid reflect "current value" but not "replacement value", no monies would be expected from FEMA. Some States, like the State of Missouri, does not provide a "local share" and, therefore, the cost difference to replace vehicles and damaged equipment is left to the transit system since the FTA has no emergency funds.

o Estimates of structural damage costs to facilities are still being determined.

RSPA Office of Pipeline Safety Flood Update

The Research and Special Programs Administration's Office of Pipeline Safety (OPS) is the federal safety authority responsible for 1.7 million miles of hazardous liquid and natural gas pipelines. OPS enacts its authority through five (5) regional offices and fifty (50) state pipeline safety compliance programs participating though OPS-administered grants. The grant program permits OPS to reimburse a state for up to 50 percent of the state's compliance program expenses, subject to the availability of appropriated funds and the extent of the states jurisdiction over pipeline facilities.

Available Programs

OPS does not currently have authority to provide emergency relief for the repair or reconstruction of pipelines which have suffered damage as the result of natural disasters. OPS will continue facilitating prompt and immediate response to safety issues, such as issuing safety advisory bulletins and waiving the pipeline safety regulations where appropriate. OPS issued an Advisory Bulletin July 29, 1993, advising pipeline companies of potential hazards and preventive actions to be considered regarding pipelines and flooding. OPS approved a waiver August 16, 1993, allowing Utility Consultants Inc. to expedite restoring natural gas service to the city of Hermann, Missouri.

Repair Needs

Natural gas distribution companies providing service to communities in the flood area have generally anticipated the problems associated with flooding, shut off services, and secured their equipment as flood waters rose.

Pipeline companies supplying petroleum products and transporting natural gas have not been significantly affected by the flood. Early indications are that only six (6) pipeline failures have occurred; two (2) product lines, Big Sioux River between Iowa and South Dakota; two (2) natural gas lines, Missouri; one (1) anhydrous ammonia line, Nebraska; and one (1) abandoned line filled with nitrogen, Missouri. The primary concern for pipelines traversing the flood region, is removal of soil from around the pipelines, leaving them exposed. To alleviate stresses and possible damage to exposed pipe by external loading and floating debris, protective soil or other suitable materials must be

restored around pipelines.

Many pipeline facilities remain submerged and repair estimates will not be available until flood waters have subsided and damage assessments completed. Some examples of projected cost in the flood region are:

- o $10 million dollars for Panhandle Eastern Pipe Line Company to stabilize pipelines, repair damaged roads, and replace damaged pipe and facilities near Booneville, Missouri.

- o $4 million dollars for restoring the Missouri natural gas distribution systems affected by the flooding; estimates include repair of service meters and regulator stations, replacement of river crossings, and restoring service to customers.

- o $2.7 million dollars for Amoco Pipeline Company to provide support to pipelines, replace a creek crossing, and provide for future contractor inspections for pipelines in Chariton County, Missouri.

- o $1.4 million dollars for Amoco Pipeline Company to replace a river crossing and install a new section of pipeline near Hawarden, Iowa.

- o $0.5 million dollars for restoring Illinois natural gas distribution systems affected by the flooding; estimates are for repairing and servicing meter and regulator stations.

Plan to Complete Repairs

OPS will continue to support state programs, responsible for assuring the continued safe operation of pipeline systems subjected to flood hazards.

Pipeline operators are coordinating with emergency responders and using emergency contractors to assure safety and minimize the possibility of damage to the environment. Pipeline companies are using divers, where possible, to determine if their pipelines have incurred damage. Roads are being constructed to provide access for equipment needed to stabilize exposed pipeline sections. When flood waters subside to the necessary level, crews will complete repairs on failed pipeline sections.

Contact Person(s):

OPS Central Region, Ivan Huntoon (816) 426-2654
Illinois Commerce Commission, Steve Smock (217) 785-1165
Iowa Department of Commerce, Donald J. Stursma (515) 281-5546
Missouri Public Service Commission, Robert R. Leonberger (314) 751-3456
Minnesota Department of Public Safety, Walter Kelly (612) 296-9636
Nebraska State Fire Marshal, Leonard Steiner (402) 471-2027
Wisconsin Public Service Commission, Tom Stemrich (608) 266-8128

OPS Southern Region, Fred Joyner (404) 347-2632
Arkansas Public Service Commission, Myron E. Thompson (501) 682-5705
Kentucky Public Service Commission, E. Scott Smith (502) 564-3940

Mississippi Public Service Commission, Pete Eiland (601) 961-5475
Tennessee Public Service Commission, Glynn Blanton (615) 741-2844

OPS Southwestern Region, Jim Thomas (713) 750-1746
Louisiana Department of Natural Resources, Joel Kohler (504) 342-5585

Office of Intermodalism Flood Update

In response to your request for information on transportation issues that may be impacted by other Task Forces and future issues that should be brought to the attention of the flood recovery effort, I offer the following:

1. The Levee Reconstruction and Wetlands Task Force (renamed the Environmental Flood Recovery Interagency Working Group) is in the process of preparing a long-term plan which contains a process for recovering and managing floodplains. Part of this plan involves the restoration of ecological values of the floodplain as an alternative to restoration of the levee system. Michael Huerta and I have been attending meetings of this Task Force.

There may be impacts on the transportation system in the flood area, if levees, upon which roadways and rail tracks are situated, are not restored or replaced. Alternate transportation routes may have to be established in these cases. The Environmental Task Force may also have to deal with some transportation issues. Even if the roadways and railroad tracks are restored, there may be delays due to environmental assessments of alternative courses of action.

2. If failed levees are restored, the owners of privately-built levees should be encouraged, and be given financial assistance if needed, to build them to meet Federal standards, as most of the failed levees were privately built. The repercussions from any flooding in the future would not be as grave if more of the levees met Federal standards. Perhaps there should be some sort of educational and outreach campaign into the flood areas to get this idea across to those responsible for the levees.

Again, there is the issue mentioned above of the choice of non-construction alternatives to the levee system, such as restoration of floodplains wetlands and relocation of communities. If there is rerouting of roads and railroads, there may be increased costs (and funding) associated with the provision of alternate routes.

3. Emphasis should be placed on the coming together of representatives from the affected local areas with Federal and State representatives in order to address the issues and build consensus around any long-term rebuilding effort.

Department of Energy Flood Update

Thank you for inviting me to the meeting of the Transportation/Roads and Bridges Task Force. I think the Task Force has done a fine job of putting together a good report under a tight deadline. You and your staff should be proud of a job well done.

The Office of Emergency Management staff have been maintaining a close watch on energy systems in the flood area. We have ongoing surveys of fuel supplies at electric power plants and offer the following observations on coal supplies.

Barge Traffic

Coal traffic on the Mississippi, Illinois and Missouri Rivers has been heavy as utilities are beginning to rebuild supplies. The rivers, closed to barge traffic north of St. Louis for almost two months this summer, have again been disrupted by heavy rains in the Midwest. Lock and Dam 27, a key facility on the Missouri River just north of St. Louis, was closed to barge traffic from September 23 through 27. In addition, despite round-the-clock dredging efforts to remove silt deposited by flood waters, the Mississippi remains impassable to barge traffic in several places below St. Paul. Restrictions on barge tow speeds remain in place because of weakened levees, and many navigational aids swept away by the flood have not been replaced, requiring slow speeds and daylight-only traffic.

Railroad Traffic

Railroad traffic in the midwest was affected by the flooding less severely than barge traffic. Repair crews have worked hard to get many flooded tracks back in service. The recent heavy rains have forced rail traffic to be rerouted and delayed, but generally freight deliveries continue at near normal rates. The rail spurs to a few coal-fired utility plants have again been flooded and damaged. For example, the rail links to Union Electric Co's Rush Island and Sioux power plants are again out of service and not expected to be repaired for several weeks. This will not affect Union Electric operations because the summer peak demand period has passed and enough coal is on site.

Fuel Supplies

Midwest electric utilities have begun to build coal stocks at generating station along the rivers. Utilities generally anticipate normal levels of coal to be in place for this winter. Most power plants located on the rivers can receive coal by barge and rail. In the winter, when river traffic stops, most power plants receive supplies by rail. In general, barge shipments are less expensive than rail. Utilities that are making special efforts to resupply power plants are tending to pay premium prices for the coal. The consensus of the utilities surveyed is that the current rains have only delayed restocking efforts by about one week. However, assumptions of normal winter coal levels are dependent upon dryer weather.

The unresolved United Mine Workers strike exacerbates the shortages, because coal from midwestern sources such as Illinois, Ohio and Kentucky mines [areas most heavily affected by the strike] are generally being

replaced by western coal which is moved long distances by rail.

Although we received numerous reports of flooding problems at Midwest utilities power plants, no customer brownouts or blackouts resulted from power supply problems. Those utilities with units out of operation have been buying electricity from other utilities. The area power supply and transmission systems are able to serve customer loads. We have no reason to believe that the summer flooding and recent rains will cause bulk power supply disruptions in the Midwest. We do not anticipate coal supply problems at power plants in the flood area this winter.

Federal Emergency Management Agency Flood Update

Repair Needs

Highways

Federal Emergency Management Agency (FEMA) Programs

ILLINOIS

In Illinois, road damages, on non federal-aid roads, are currently estimated at $5.7 million. Roads remain inundated in southern counties. Further damage to roads is expected from traffic on roads with saturated sub-bases, and from freeze-thaw cycles.

IOWA

In Iowa, road damages, on non federal-aid roads, are currently projected to be $16 million.

KANSAS

Current estimate of damages to non federal-aid rods is $7.5 million, with no major impacts.

MINNESOTA

Approximately $12.5 million in damage to non federal-aid roads and bridges is expected. There is no major impact since most roads have been repaired and bridge damage that has not been repaired is on minor roads.

MISSOURI

There is $48 million in estimated damages to non federal-aid roads. Many roads are still inundated and cannot be inspected or repaired at this time.

NEBRASKA

Estimated damages to non federal-aid roads is $12.2 million. Many roads

remain closed due to destroyed bridges.

NORTH DAKOTA

The current estimate is $2.8 million in damages to non-federal aid roads.

SOUTH DAKOTA

$5.6 million is the current estimate of damages to non-federal aid roads.

WISCONSIN

The current estimate for non-federal aid roads is $5.7 million.

Rail

Federal Emergency Management Agency (FEMA) Programs

Railroad systems are operational in all states, and as expected there are few railroad facilities eligible for FEMA assistance.

ILLINOIS - No eligible applicants.

IOWA - There are two known eligible applicants, Iowa DOT and Boone RR Historical Society. Estimated damages are $475,000.

KANSAS - One siding may be eligible.

MINNESOTA - No eligible applicants.

MISSOURI - No eligible applicants.

NEBRASKA - No eligible applicants.

NORTH DAKOTA - No eligible applicants.

SOUTH DAKOTA - No eligible applicants.

WISCONSIN - No eligible applicants.

Public Transit

Federal Emergency Management Agency (FEMA) Programs

ILLINOIS - No applicants.

IOWA - Iowa DOT may be an applicant, 5 transit systems report flood damages. No estimate is available, however, damages are expected to be minor.

KANSAS - No applicants.

MINNESOTA - No applicants.

MISSOURI - Minor damages to equipment. Some emergency costs for evacuation.

NEBRASKA - No applicants.

NORTH DAKOTA - No applicants.

SOUTH DAKOTA - No applicants.

WISCONSIN - No applicants.

Pipelines

FEMA has had no eligible facilities that were damaged in the flood.

Air

Federal Emergency Management Agency (FEMA) Programs

Eligible damage to airports has been minor, with little impact.

ILLINOIS - No eligible applicants.

IOWA - Six municipal airports with minor damage have been identified. The Emmetsburg Municipal Airport (Palo Alto) has been identified with heavy damage, the preliminary estimate is $100,000.

KANSAS - One airport with minor damage.

MINNESOTA - One airport with minor damage. No impact.

MISSOURI - Fourteen airports were impacted. Only three have significant damage, one of these is covered by insurance.

NEBRASKA - Hangar damage at two airports. No impact.

NORTH DAKOTA - No eligible applicants.

SOUTH DAKOTA - No eligible applicants.

WISCONSIN - No eligible applicants.

Water

Federal Emergency Management Agency (FEMA) Programs

ILLINOIS - No eligible applicants.

IOWA - Nine eligible applicants with water ports with minimal damage. All ports are currently in operation.

KANSAS - No eligible applicants.

MINNESOTA - No eligible applicants.

MISSOURI - Three public ports suffered minimal damage. All are in operation.

NEBRASKA - No eligible applicants.

NORTH DAKOTA - No eligible applicants.

SOUTH DAKOTA - No eligible applicants.

WISCONSIN - No eligible applicants.

SUMMARY OF CURRENT ESTIMATE FOR FEMA PROGRAM

Highways	$116,000,000
Rail	minimal
Public Transit	minimal
Pipelines	none
Air	less than $2,000,000
Water	minimal

OCTOBER 22 AMENDMENT TO OCTOBER 18 UPDATE TASK FORCE REPORT

Small Business Administration Flood Update

B. Mode: Rail

Available Funds: Through October 21, 1993, SBA has approved almost $334 million to Midwest flood victims. As additional disaster loan applications are received, this total will continue to mount.

2. Repair needs. Through October 21, 1993, two railroads have filed disaster loan applications with SBA, and SBA has approved loans to both.

Iowa

status: SBA has approved a loan package to the Burlington Shortline Railroad, Inc. of Burlington, Iowa which includes $68,700 for physical damage and $70,000 for economic injury. An additional railroad in Iowa (Keokuk Junction Railway) indicates that it is about to submit an application to SBA.

Minnesota

status: SBA has approved a loan package to the MNVA Railroad, Inc. which includes $76,800 for physical damage and $524,200 for economic injury. This SBA loan package complements a grant of $522 from the Federal Railroad Administration. Together, the assistance of two Federal programs have addressed the needs of the railroad substantially better than either could have done so alone.

3. Plans to complete repairs. Through October 21, 1993, SBA has approved two applications from railroads, each of which is now making repairs.

Mode: Water

2. Repair needs. Through October 21, 1993, five (5) barge operators have filed disaster loan applications with SBA.

SBA has approved loans to four (4) barge operators for a total of $2,360,300, and one recently received application is in processing.

Illinois

Status: All four (4) of the approved loans to barge operators are in Illinois or in contiguous counties in Kentucky near the confluence of the Mississippi and Ohio Rivers. Of the total of $2,360,300 in loan approvals to date, only $206,600 is for physical damages and the balance is for economic injury.

3. Plans to complete repairs. SBA does not monitor plans to complete repairs generally. When SBA approves specific disaster loans, the progress of construction or repairs is monitored to guide the disbursement of loan funds. Through October 21, 1993, SBA has approved loans to four (4) barge operators. As noted above, most of the loan proceeds are for economic injury (to meet obligations delinquent due to the effects of the flood).UPDATE REPORT

U.S. Department of Transportation

FEDERAL HIGHWAY ADMINISTRATION
Office of Environment and Planning
Statewide Planning Division

HEP-10

DATE: **September 28, 1993**

NOTE TO: **Transportation/Roads and Bridges Flood Recovery Task Force Members**

FROM: **Dick Torbik**
Federal Highway Administration Dick Torbik

RE: **Task Force Meeting Follow-up**

At the September 28 Task Force Meeting, I mentioned the request from the Department of Agriculture to identify issues that may impact more than one task force. In addition Mr. Slater, Task Force Chairman, said he would like an update of the information contained in our report. As part of the discussion, several participants felt there were issues that may be longer term that should be addressed and brought to the attention of Secretary Espy. With the above in mind I would appreciate your providing me with the following information :

1. Identification of any transportation issues that you feel may be impacted by or be affected by the other Task Forces. These are to be cross cutting issues that could impact more than one Task Force. A good starting point may be to review the potential problems identified in Section 5 and the longer term issues in Section 7 of the Task Force Report. I have attached a copy of a listing of the other task forces for your information and use.

2. Update of information in the report. Please review your sections of the report and provided us with any updated information. If your updates are extensive I would appreciate your providing the information on 5 1/4" or 3 1/2 " diskette in word perfect as you provided previously.

3. Identification of any future issues that should be brought to the attention of the flood recovery effort. This is particularly important with regard to the elimination of recurring problems in the event of another flood. For instance, people will be very critical if we have the same problems at the same locations in the event of another Midwest Flood. What can we or should we do to minimize this from happening ?

Enclosed for your information are copies of handouts that were discussed at the meeting by Mr. Francois and Mr. Muri.

I would appreciate receiving your comments and reports by October 6. If you have any questions, please contact me at (202) 366-0233 or Mr. Hal Wood at (202) 366-4092.

Missouri Highway and Transportation Department

Wayne Muri
Chief Engineer

Capitol Ave. at Jefferson St., P.O. Box 270, Jefferson City, MO 65102 (314) 751-2551 Fax (314) 751-6555

September 28, 1993

Mr. Tom Schultz
American Association of State Highway
and Transportation Officials
444 North Capitol Street, N.W.
Suite 249
Washington, D.C. 20001

Dear Mr. Schultz:

The impact of the 1993 flood on Missourians has been devastating. Personal and economic loss is immediate but recovery will require many years. Subsequently, the Missouri Highway and Transportation Department (MHTD) has made every conceivable effort to expedite restoration of services by fast-tracking repairs. This fast-tracking includes developing lists of qualified contractors and obtaining bid quotations from these contractors. Contractors have supported these efforts through prequalifying themselves by type of work, accepting faxed copies of project proposals and responding to short bid preparation turnaround time. An incentive clause for early completion has further expedited restoration.

Recovery efforts of the department have been supported by Federal Highway Administration (FHWA) employees. The cooperative attitude and professional manner in which their job duties have been carried out is outstanding.

Missouri's major problems are with some aspects of FHWA regulations which have created a financial hardship. Specific concerns and examples of hardship follow.

First, the regulations require that damage must be evident to the roadway when the water recedes. Examples would be surface washout or breakup caused by swift current. However, many sections of roadway in Missouri have been under water for 60 to 90 days but there is no immediate damage to the surface. The road bed is completely saturated and the supporting strength diminished. Damage occurs as a result of repeated loads over time. Subsequently, damage will not be evident for several weeks after the road is opened to traffic. These damages are not eligible for 100 percent Emergency Relief (ER) reimbursement, but will result in considerable cost to the state of Missouri. Examples would be Route 79 along the Mississippi River and Routes 94 and 111 along the Missouri River.

The second concern is that FHWA regulations do not permit eligibility of indirect damage to roads designated as detours. The closure of major through-routes has often resulted in rerouting traffic over collectors and local roads of less structured quality. The damage these detours have experienced is an indirect result of the flooding conditions. Examples would be Routes Y and J between Ashland and New Bloomfield. These routes have experienced damages as a result of the closure of Route 63 just north of Jefferson City.

The third area of concern is in regard to levee repairs. In many cases, repairs to roadways are contingent on levee restoration. Delays in levee repairs, particularly the private levees, have delayed roadway repairs and created economic hardship for Missourians.

Fourth, the 180 day timeframe for completion of repairs will result in a hardship on Missouri. Several roads are still inundated as a result of unrepaired levees. In addition, many damaged sections have asphalt surfaces. Asphalt should not be laid in cold weather. Also, recent storms have delayed repairs and washed out some previous repairs. As cool weather approaches, storms continue and levees are not repaired, it will be impossible to complete the restoration within 180 days.

To be workable, the "180 days" "after the actual occurrence" must be interpreted as beginning when the "event" ends. FEMA has advised that they interpret the end of the "event" in Missouri as the date when waters recede below flood stages on the Mississippi River at the Missouri/Arkansas state line. This a fair and reasonable cutoff which is recommended for FHWA to use as the start of the "180 days."

It is recommended that AASHTO lend support to revising FHWA regulations to relieve the hardships which they have created for Missouri.

Sincerely yours,

Joseph A. Mickes
Assistant to the Chief Engineer
Operations

jam/crj/mjs

Copies: Mr. Don James-FHWA
Mr. Marvin Phillips-de
Mr. Clif Jett-mt

American Association of
State Highway and
Transportation Officials

Wayne Muri, President
Chief Engineer
Missouri Highway
and Transportation
Department

Francis B. Francois
Executive Director

September 27, 1993

To: Administrator Rodney Slater,
Federal Highway Administration

From: Francis B. Francois, Executive Director 987

Subject: State Comments on 1993 Midwest Flood Response

Last week you provided us with a copy of the Federal Recovery Task Force Report for Transportation, Roads and Bridges, dated August 31, 1993. You also invited us to come to the next meeting of the Task Force on September 28, and together with a representative from the National Governor's Association provide a State perspective on the Federal flood recovery effort.

On behalf of AASHTO and especially our Midwest member departments, we thank you for forwarding the report. It provides a wealth of information on the nature and extent of the Federal response, and several related issues. We will be forwarding a copy to all of our member departments for their information and use, and we commend the authors for their thoroughness.

We also appreciate the opportunity to provide a perspective on the Federal flood recovery effort, from the perspective of our member departments in affected Midwest states. In preparation for the September 28 meeting, the AASHTO staff contacted the departments of highways and transportation in the Midwest requesting observations on the recovery effort, and especially soliciting any suggestions and recommendations they would like us to advance to you. The following is a summary of what we received.

Overall Observations

In talking with top officials in our Midwest member departments, we have heard considerable praise for the way in which FHWA and the Federal Emergency Management Agency (FEMA) have responded to their requests and needs. Most States reported that the process of requesting and receiving Federal emergency relief has been "very routine," and either have received or are expecting approval for their emergency relief funding requests in the near future. No serious situations were reported.

The following are some of the overall observations offered:

Executive Office: 444 N. Capitol St., N.W., Suite 249, Washington D.C. 20001
Telephone (202) 624-5800 Telefax (202) 624-5806 Telex 4900009580 HTU

Iowa - Ian MacGillivray, Chief Engineer, Iowa Department of Transportation

Pleased with FHWA's response, which has been helpful, supportive and timely.

Kansas - Jim Jones, Director of Operations, Kansas Department of Transportation

Kansas stated that FHWA has been excellent to work with so far, especially within their region.

Missouri - Joe Mickes, Assistant Chief Engineer, Missouri Highway and Transportation Department

FHWA has done an excellent job so far.

Nebraska - Allan Abbott, Director, State Engineer, Nebraska Department of Roads

Nebraska has no continuing problems on roads and bridges that need to be brought to the attention of the Federal Flood Task Force.

North Dakota - Ray Zink, Chief Engineer, North Dakota Department of Transportation

The process has been very routine so far, and North Dakota expects to receive approval of its emergency relief funding request. They have no concerns with the FHWA's handling of this process so far.

South Dakota - Dean Schofield, Deputy Director, South Dakota Department of Transportation

South Dakota has had no problem with FHWA funding so far, and it has already received approval for its emergency funding request. Their only problem has been with getting timely inspections of bridges from FEMA.

<u>Concerns and Suggestions</u>

Several of the member departments have described concerns they have, and offered suggestions. The following is a summary by general topic, and the states raising the topic are identified.

1. *Receding Waters and Damage to Pavement*

Some States advised that the FHWA has ruled that pavement has to be damaged when the water recedes off the road in order to receive

emergency funding for repair. They expressed concern that while the roads may look alright immediately after the water recedes, the flooding may have caused extensive damage to the saturated bases and underlying ground which will result in subsequent damage when traffic is allowed back on the roads. In addition, they believe that these saturated bases and underlying ground may lead to quick road deterioration during the numerous freeze/thaw cycles expected over the full winter/early spring season.

It is recommended that for the Midwest floods the noted FHWA ruling be modified, and that FHWA Emergency Relief funds be made available for road repair needs that are discovered after inspections and after the completion of this coming winter season. (Iowa, Illinois and Missouri)

2. *Broader Definition of Event*

Emergency aid is available for an event. The Midwest flood as an event has not yet run its course, as witnessed by heavy flooding again within the past few days in Iowa and Missouri, and the probability of still further flooding in the presence of fully saturated soils, full creeks and rivers, and expected fall and spring rains. There is concern that the FHWA and FEMA might soon declare this "event" over, when in fact it appears it could continue for the rest of 1993 and into 1994. Federal emergency aid should continue to be available until the 1993 Midwest flood "event" is truly over. (Iowa)

3. *Roads Previously Scheduled for Improvement*

Some states advise that the FHWA has also ruled roads previously scheduled for improvement are not eligible for federal relief funds. Concerns about this ruling have been raised by states that have experienced significant damage on roads that were scheduled prior to the flooding for small or minor improvement projects. According to the noted FHWA ruling, these roads are now not eligible for flood relief funding even though repairing them will cost significantly more than the cost of the planned project. (Iowa and Missouri)

For example, Missouri had a road that was scheduled to be resurfaced. However, the flooding caused extensive damage that necessitated complete rebuilding of the road at a cost much higher than the original resurfacing project. The entire cost of this repair was incurred by the state, under this FHWA ruling. (Missouri)

Iowa pointed out that under this ruling, for example, if a bridge was scheduled for painting or a similar low cost project in FFY 1993 and then was destroyed in the flood, the state would be in the unfair position of having to pay the full cost of bridge replacement just because the structure was scheduled for painting.

There is also a question of the application of this ruling with relation to when the project was scheduled for construction. Iowa can understand the FHWA position if the project was scheduled for the current Federal fiscal year, which is essentially funded. But if the project was only scheduled for next fiscal year or later, then they submit this policy should not be followed because such long-range scheduling is not funded and might not actually occur.

4. *Damage from Diversion*

Because of the severity of the flooding, much traffic had to be diverted from major highways to smaller roads. Many of these smaller roads have incurred significant damage and are not eligible for federal flood relief. An apparent exception to this is that these roads are eligible for funding if the damage has resulted from hauling materials to flood damage sites. Some states believe that because damage on these small roads to which traffic had to be diverted was a direct result of the flooding, the damaged roads should be eligible for federal relief funds. (Iowa and Missouri)

5. *Surfacing Already Stabilized Crushed Rock*

Illinois asked that FHWA consider allowing state DOTs to use Emergency Relief funds to place an asphalt concrete surface on the already stabilized crushed rock that has been used to elevate these roads above the floodwaters. This would be a more economical use of Emergency Relief funds rather than removing the rock, and it will preserve the benefit of the higher grade in case of future flooding.

6. *Timeframe for Repair*

Some states expressed concern about the timeframe on emergency repairs to flood-damaged roads. Apparently, they are being advised that FHWA funding will be reduced from 100 percent to 80 percent if the project is not finished within 180 days of its beginning. Recent additional flooding may make this timeframe difficult to keep.

Kansas suggests that FHWA be aware of this situation and provide exception approvals when appropriate.

7. *Expenses on Ongoing Projects*

The flood has created new unexpected costs on some ongoing highway and bridge projects, such as where a contractor's equipment has been flooded and destroyed, or the terrain has been re-shaped. There should be consideration of emergency funds to meet these unexpected ongoing project expenses.

8. *Railroads*

Illinois DOT is in the process of submitting an application for federal funds to reimburse eight railroads that incurred flood damage to rail lines in the State. It believes that additional federal funds should be made available next spring for rail line damage that may develop after the full winter/early spring season freeze and thaw cycle.

We urge that these eight areas be addressed by the Federal Recovery Task Force. If there is any way in which AASHTO can be of assistance, do not hesitate to let me know.

Looking ahead, there is another important subject that the report mentions but devotes little space to, the problem of repairing broken levees. This problem also needs to be addressed, because until it is the areas now unprotected by the levees will continue to be threatened. If, as is now being predicted by some, 1984 should prove to be another year of excessive rain fall, the outlook could be especially grim for the areas affected when the levees were breached. Faced with broken levees, saturated soil and full streams, rains in 1994 approaching or exceeding the record 1993 rainfall could be truly catastrophic. The Task Force should recognize that heavy rains might again occur in 1994, and immediately undertake long-range planning to handle such a situation.

Overall, given the severity of the 1993 Midwest flooding, the fact that for the most part the nation's highways and railroads were able to continue meeting their transport responsibilities these past several months is a tribute to those responsible for designing, constructing and maintaining them over the past decades. It is also a tribute to the response of the Federal government to the crisis, and especially the efforts of the members of the Federal Recovery Task Force, working with the States and the private sector.

Again, we appreciate this opportunity to respond to the work and report of the Federal Recovery Task Force.

U.S. Department
of Transportation

**Federal Highway
Administration**

Office of the Administrator

400 Seventh St. S.W.
Washington, D.C. 20590

September 17, 1993
Refer to: HEP-10

To: Members of the Flood Task Force on
Transportation/Bridges and Roads

Subject: Flood Response Task Force Meeting

This is to advise that there will be another meeting of the Task Force on Transportation/Bridges and Roads on September 28, 1993, from 10:30 a.m. to 11:30 a.m. at DOT Headquarters, Nassif Building, Room 4200, 400 Seventh Street, SW., Washington, D.C.

I feel that another meeting of the Task Force is needed to discuss any issues raised by the report and future activities that the Task Force may need to address. In addition, I am inviting representatives of the National Governors' Association and the American Association of State Highway and Transportation Officials. This will allow us to get input from the States on the flood recovery and any issues that they feel we should address.

Attached is a preliminary agenda for the meeting. Please contact Mr. Richard A. Torbik at (202) 366-0233 if you have any questions on the agenda or would like to add any items.

Rodney E. Slater
Federal Highway Administrator

Enclosure

PRELIMINARY AGENDA - FLOOD RESPONSE

TASK FORCE TRANSPORTATION - ROADS/BRIDGES

10:30 A.M., SEPTEMBER 28, 1993

Welcome - Rodney Slater Federal Highway Administrator	5 minutes
Self-Introduction - Participants	5 minutes
Issues raised by report - Richard Torbik Chief, Statewide Planning Division	10 minutes
State issues and concerns - NGA & AASHTO representatives	20 minutes
Future activities - Rodney Slater	10 minutes
Other items - Participants	5 minutes
Summary - "Where do we go from here?" - Rodney Slater	5 minutes

AGENDA - FLOOD RESPONSE

TASK FORCE TRANSPORTATION - ROADS/BRIDGES

3:30 P.M. - AUGUST 20, 1993

Welcome -	Rodney Slater Federal Highway Administrator Oleta Garrett Fitzgerald Department of Agriculture	**5 minutes**
Self Introductions -	Participants	**5 minutes**
Task Force Charge - Products required	Anthony Kane	**20 minutes**
Brief Status Reports Mode and Agency - What's happening? Gaps in recovery	on Recovery by Progress to date	**20 minutes**
Other Problems		
Summary - Review of charge -	Rodney Slater Anthony Kane	**5 minutes**

FLOOD RECOVERY TASK FORCE - AUGUST 20, 1993

ORGANIZATION	CONTACT	PHONE NUMBER	FAX NUMBER
DOT	MICHAEL HUERTA	366-5781	366-7952
DOT	SUSAN GASKINS	366-5781	366-7952
FHWA	RODNEY SLATER	366-0650	366-3244
FHWA	TONY KANE	366-0371	366-3713
FHWA	KEVIN HEANUE	366-2950	366-3713
FHWA	DICK TORBIK	366-0233	366-3713
FHWA	MARTIN WEISS	366-5010	366-3713
FHWA	BILL MARLEY	366-5009	366-3713
FHWA	TOM WILLETT	366-4853	366-3713
FHWA	JIM OVERTON	366-0450	366-3713
ENERGY	DAVID McCOLLOCH	586-4660	586-3859
FEMA	PAUL TURTELL	646-2751	646-3304
USDA	OLETA FITZGERALD	720-6643	720-2530
COAST GUARD	NICK MPRAS	267-0368	267-4046
OMB	DAN CORBERT	395-3120	395-4639
OMB	ROGER ATKINS	395-3120	395-4639
MARAD	TOM HARRELSON	366-5517	366-5522
MARAD	TOM CHRISTENSON	366-5900	366-5522
FRA	BOB TARLTON	366-0401	
FAA	STEVE HORTON	267-3523	267-5679
FTA	ROSS ADAMS	366-0253	
GENERAL COUNSEL	LINDY KNAPP	366-4713	

POLICY	RICHARD WALSH	366-4416	
RSPA	LLOYD MILBURN	366-5270	
RSPA	JOHN PORCO	366-5270	
ARMY CORPS OF ENGINEERS	GEORGE GILMORE	504-5087	504-4150
USDA	MARY JO LAVIN	456-7777	456-7739
SBA	ALFRED JUDD	205-6734	

TENTATIVE OUTLINE

TRANSPORTATION/ROADS AND BRIDGES TASK FORCE REPORT

1. Introduction; Task Force Charge

2. Programs Available

   - Highways

     - FEMA
     - FHWA
     - Etc.
     - Etc.

   - Rail

     - FRA
     - Etc.
     - Etc.

   - Public Transit

     - FTA
     - Etc.

   - Pipelines

     - RSPA
     - DOE
     - Etc.

- **Air**

    - FAA
    - Etc.

- **Water**

    - USCG
    - MARAD
    - Etc.
    - Etc.

3. **Repair needs**

- **Missouri**

    - Highways
        + FEMA
        + FHWA
        + Etc.

    - Rail
        + FRA
        + FTA
        + Etc.

    - Etc.
    - Etc.

- Same information for each other State

4. **Completing Repairs**

- **Missouri**

  - Highways
    + FEMA
    + FHWA
    + Etc.

  - Rail
    + FRA
    + FTA

  - Etc.
  - Etc.

- Same information for each other State

5. **Potential Problems**

- **General**
- **By Mode**
  + Highways
  + Rail
  + Etc.

6. **Summary**

  - Immediate
  - Longer Term

Agency Report No. 1
(By Mode)

1. Available Programs*
   - description
   - available funds
2. Repair needs
   - Kansas
     - o estimated $
     - o status
   - Same information for each other State
3. Plans to complete repairs
   - Kansas
   - Same information for each other State
   - Listing of agency contact persons

* Note: Programs include the Agency's programs and the private and non-Federal public sectors if known.

Agency Report No. 2

Narrative describing obstacles to implementing programs and unmet needs foreseen by mode.

Task Force: Transportation/Roads and Bridges

(The following report covers Federal Highway Administration's (FHWA) Emergency Relief program which provides Federal assistance to repair public roads designated as Federal-aid highways and public roads on Federal lands.)

Available Programs

Existing program legislation provides the Emergency Relief (ER) program for the repair or reconstruction of Federal-aid highways and roads on Federal lands which have suffered serious damage as the result of natural disasters or catastrophic failures. The ER program supplements the commitment of resources by States, their political subdivisions, or other Federal agencies to help pay for unusually heavy expenses resulting from extraordinary conditions.

The ER program covers Federal-aid highways, these being the more important State, county and city roads. Federal-aid highways amount to about a quarter of the overall highway mileage. Repair of those highways not designated Federal-aid routes or not on Federal lands is handled under FEMA's program.

The decision to seek ER financial assistance rests with the State. Local highway agencies do not deal with the FHWA directly but must make their application through the State. It is the State's option to determine whether it will seek ER funding for repair of either its own or local Federal-aid highways.

ER Process is outlined below:

1. Restore Essential Service - The State is empowered to immediately begin emergency repairs to restore essential traffic service and to prevent further damage to Federal-aid highway facilities. Properly documented costs will later be reimbursed once a positive finding is made (item 7 below).

2. Preliminary application - The State files a "letter of intent" seeking ER funds with the FHWA division office. (This is usually done as soon as it evident there is eligible damage -- it does not commit the State to any future course of action.)

3. Acknowledgement - The FHWA division office acknowledges in writing the State's letter of intent.

4. Governor's Proclamation - This is a formal proclamation by the Governor of the existence of an emergency. (A Presidential Declaration will suffice if it has been made.)

5. Damage Assessments - The State, in cooperation with FHWA field staff and in coordination with local authorities, undertakes damage surveys. To expedite the delivery of ER funds to a State, the FHWA is willing to accept an ER application based on a partial survey of damaged sites.

6. State Request - The State submits in writing to the FHWA division office

its request for ER funding based on the damage assessments and cost estimates. This typically occurs 4 to 6 weeks after the disaster has occurred.

7. Field Report - The FHWA division office prepares a field report based on its assessments and makes a recommendation on the provision of ER funding. This is forwarded to the FHWA regional office. They in turn review the report and forward it to FHWA Headquarters with their recommendations.

8. Administrator's Finding - The FHWA Administrator makes the final decision on providing ER funding to a State. ER funds are allocated to the State to cover current fiscal year needs.

9. ER Projects - The FHWA division office obligates ER funds for individual projects. These projects are in general advanced similar to regular Federal-aid projects. The States are reimbursed from the ER account for the Federal share of actual costs incurred.

The current unallocated balance in the ER account is $36 million. The recently enacted special legislation covering Federal assistance to the Midwest provides $100 million more immediately in ER funding with an additional $75 million available if needed.

Repair Needs

All States have begun to make their damage surveys for Federal-aid highways. Because of the high water which still restricts access to some sites coupled with the large number of sites to be visited, it is expected that it will take the States several weeks to complete a full inventory of the damage to Federal-aid highways.

All nine States have indicated their intent to seek ER funding. To date, actual ER applications have been received from Kansas, Missouri and Iowa. The following summarizes the status by State.

> Kansas - An ER application was submitted based on a partial survey of damage sites. An initial allocation of $11 million in ER funds was approved August 11. The State has projected that total ER eligible costs may approach $20 million although FHWA has not verified this figure. Six State routes remain closed including a 5-mile stretch of I-635 at the Missouri River in Kansas City.
>
> **(Similar information will be provided on other 8 States)**

Early indications are that there has been little damage to public roads on Federal lands. Damage estimates to date for these roads is less than $1 million.

Plan to Complete Repairs

The ER program, although Federally funded, is State administered and the State

controls the implementation and scheduling of repair projects. The FHWA division administrator in each State is responsible to ensure these repair projects follow Federal requirements and serves as the key FHWA focal point concerning ER program status within the State. FHWA division administrators in these nine States are:

State	FHWA Division Administrator	Phone
Illinois	L. P. Renz	217-492-4640
Iowa	H. A. Willard	515-223-1664
Kansas	R. J. Deatrick	913-267-7287
Minnesota	C. E. Foslien	612-290-3230
Missouri	G. J. Reihsen	314-636-7104
Nebraska	C. A. Culp	402-437-5521
North Dakota	G. A. Jensen	701-250-4345
South Dakota	D. F. Kamnikar	605-224-8033
Wisconsin	J.E. St. John	608-264-5395

The following summarizes on-going repair activities by State:

Kansas - Repair is underway on State highways in all areas of the State that have suffered flood damage. The State plans to complete repair work to most of its system this year although one or two projects may carry over into next year. Almost all of the repair work is being done with State forces. The counties have also begun repair work to Federal-aid highways under their jurisdiction and much of this repair should be completed this year. Some counties have lost smaller bridges which will likely be replaced by contracts let latter this year or early next year after the work has been designed. This contractor work may take another construction season to complete.

(Similar information will be provided on other 8 States)

TASK FORCE SCHEDULE

FRIDAY, AUGUST 20

3:30 P.M.	First Meeting

TUESDAY, AUGUST 24

C.O.B.	Agency Reports Made to FHWA (HEP-10) (See below)

THURSDAY, AUGUST 26

C.O.B.	FHWA completes draft report

FRIDAY, AUGUST 27

A.M.	FHWA delivers reports

MONDAY, AUGUST 30

NOON	Comments back to FHWA

TUESDAY, AUGUST 31

C.O.B.	Final report to Agriculture

All agency reports should be delivered to:

Richard Torbik
Chief, Statewide Planning Division
Federal Highway Administration
Room 3301
NASSIF BUILDING
TELEPHONE: (202) 366-0233

It should be submitted on a 5 1/4" or 3 1/2" diskette in Wordperfect or DOS Text (ASC II).