

Executive Summary:

Midwest Flood Recovery Year-End Report

December 22, 1993

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Mr. President:

I am pleased to submit to you this executive summary of the Year-End Report of the Interagency Long-Term Recovery Task Force. The full report details the more significant actions of the Federal government, in coordination with the States and local communities of the Midwest, to respond to the Great Midwest Floods of 1993, foster the long-term recovery of the region, and prepare for the significant possibility of renewed flooding in the region next Spring.

To produce the Year-End Report, I asked the Federal Emergency Management Agency to compile input from each of the Federal agencies on their activities as part of the Interagency Long-Term Task Force committees. This was done in an effort to keep you informed of Federal activities to forestall problems in and revitalize the Midwest region. While the report tells of only the beginning of a determined Federal effort, I believe that it shows how well the long-term recovery is progressing.

Please accept this report with my compliments. If you have any questions or would like to discuss the contents of this document with me, please do not hesitate to ask.

Kathi Way
Special Assistant to the President
for Domestic Policy



"I am very proud of the way that FEMA and the Federal Government responded to the floods and the degree to which we demonstrated not only what people helping people really means, but that partnership and teamwork deliver results. I had the opportunity to talk to many disaster victims during my numerous visits to the affected areas, including those with the President and the Vice President, and learned first-hand not just of the thanks they had for the assistance they were receiving, but how it allowed them hope for the future."

--James Lee Witt, Director Federal Emergency Management Agency--

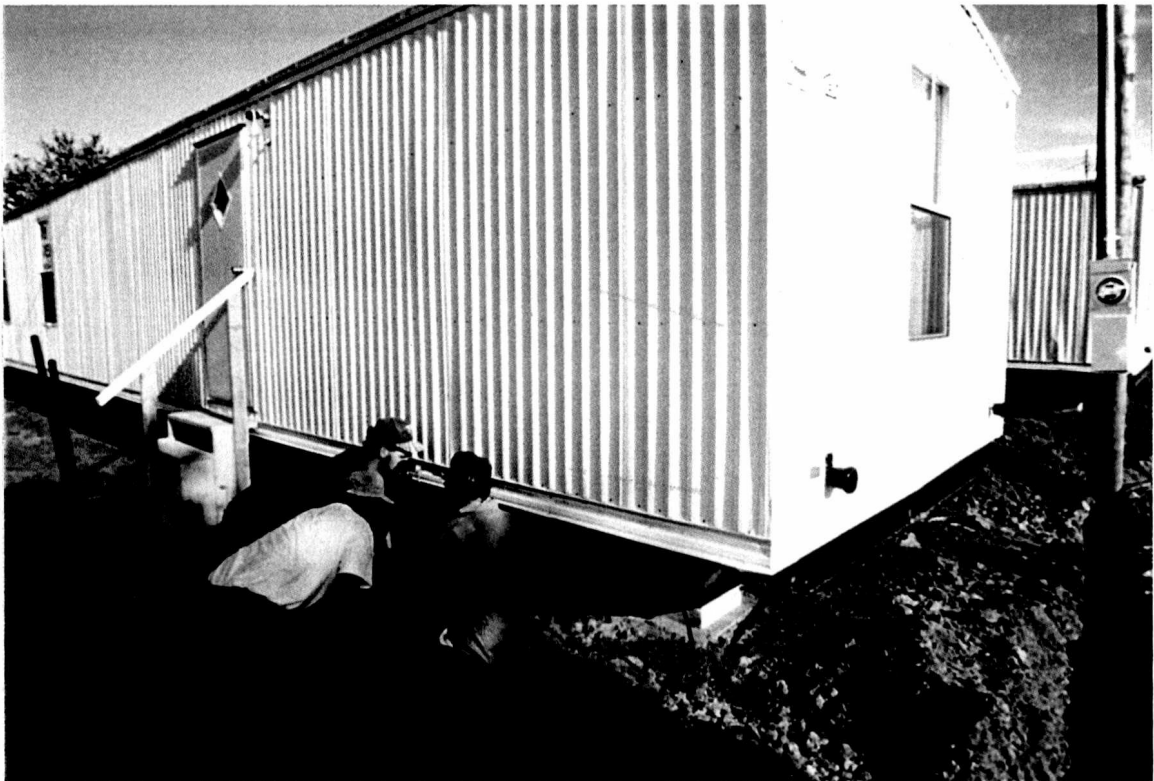
BUDGETARY IMPACT OF THE MIDWEST FLOODS

Federal agencies currently project that \$4.9 billion will be obligated for the Mid-West flood recovery in the nine Mid-West states through the end of FY 1994. Federal agencies are also projecting some additional spending in FY 1995. To date, they report obligations totalling \$1.8 billion in the nine states affected by the flood.

Federal agencies mainly involved in the Mid-West flood recovery effort include: USDA (mostly crop disaster payments); FEMA (public and individual assistance); SBA (loans to individuals and businesses); U.S. Army Corps of Engineers (rebuilding infrastructure); and HUD (community development block grants). A total of 16 Federal agencies are involved.

Iowa, Missouri, Minnesota and Illinois together are projected to receive most (over 65%) of the direct Federal assistance; Kansas, South Dakota, Wisconsin, North Dakota, and Nebraska share the rest.

USDA is projected to provide the bulk of the Federal assistance provided in Minnesota, Wisconsin, and South Dakota (USDA should account for over 75 percent of all Federal funding to these States); and over half the assistance provided in North Dakota and Iowa will also be from USDA. Of the total projection through FY 1994, USDA is expected to provide just over half of all flood recovery assistance; FEMA 15%; SBA 12%; with the other agencies each providing 5% or less.



COMMUNITY REDEVELOPMENT COMMITTEE



Committee on Community Redevelopment

U. S. Department of Agriculture, Farmers Home Administration: The Farmers Home Administration (FmHA) received disaster funds of \$15 million for loans and \$15 million for grants to provide very low-income homeowners in rural areas assistance to repair their homes. Loans are available up to \$15,000 at 1 percent interest with up to 20 years to repay. Section 504 Grants are available for the removal of health or safety hazards up to \$5,000 for applicants 62 years of age or older that cannot show repayment ability for the loan. In addition, FmHA borrowers that had flood damage may be granted a moratorium on their payments and houses in government inventory are being made available to flood victims. To date, FmHA has granted 244 loans, totalling \$866,300.

United States Department of Agriculture, Rural Development Administration: The Rural Development Administration (RDA) has and continues to work with Flood affected Communities in the Midwest. RDA personnel have attended community meetings, met with other Federal Agencies, received inquiries, sent pre-application packets to interested parties, and worked with individuals, communities, lenders, and businesses in developing Business and Industry Guaranteed Loans and Emergency Community Water Assistance Grants. To date, RDA has estimated that the final cost for its activities in the Midwest will be \$12,011,700.

U.S. Department of Housing and Urban Development: Chapter VI of the Emergency Supplemental Appropriations Act, 1993 (Public Law 103-75) appropriates \$200 million in Community Development Block Grant (CDBG) funds and \$50 million in HOME funds. The CDBG funds may only be used for repair, replacement, or restoration of facilities damaged or to continue services interrupted by Midwest floods, high winds, hail and other related weather damages that are essential to public health or safety.

HUD Secretary Henry G. Cisneros hosted a Midwest Flood Housing Conference in Des Moines, Iowa, on August 26-27, 1993, with other federal agencies, focusing on housing recovery efforts. At the conference, he awarded the entire \$50 million in HOME funds and \$75 million in emergency supplemental appropriations for Community Development Block Grants. On October 25, 1993, HUD Assistant Secretary Andrew Cuomo informed states and entitlement communities of their estimated full CDBG allocations from the \$200 million emergency supplemental appropriation (\$75 million initially allocated and awarded plus \$125 million estimated allocated of the remaining funds). Besides the initial nine states and 25 entitlement communities, 11 additional entitlement communities qualified for direct funding based on updated damage estimates from FEMA and the American Red Cross.

Generally, states and localities are emphasizing housing recovery activities with CDBG funds. This includes joint funding of relocation projects with FEMA. In addition, some funds are being used to repair or replace public infrastructure, to provide the matching share for other federal programs and, in limited cases, for economic development and to continue public services. All contracts for HOME funds have been executed. Five jurisdictions (three states - North Dakota, South Dakota and Wisconsin and two local participating jurisdictions - Des Moines and Kansas City) have committed funds to 39 specific projects involving acquisition and rehabilitation of both rental and home owner properties.

United States Department of Transportation, Federal Railroad Administration: A total of \$16,845,075 in emergency funding under the Local Rail Freight Assistance (LRGA) Program has been approved for the repair and rebuilding of flood-damaged railroad track in Illinois, Iowa, Kansas, Minnesota, Missouri, and South Dakota.

U.S. Department of Transportation, U.S. Coast Guard: The size and duration of midwest flood recovery efforts involved the largest response ever mounted by the Second Coast Guard District, the inland district headquartered in St. Louis, Missouri, having responsibility for all the western river system. At the height of flood operations, the Coast Guard had about 500 personnel in the field assigned to flood operations, including several hundred reservists who were called up. Disaster response involved more than 2,400 missions and provided direct assistance to more than 2,900 people. Damage to the aids to navigation systems involved over 5,000 buoys and 750 shore-based aids to navigation. The flood also produced a significant impact on Coast Guard facilities. In addition, 16 high level VHF-FM communications sites on the upper Mississippi were destroyed by flooding.

Department of Commerce, Economic Development Administration: The Economic Development Administration (EDA) has the primary responsibility in the Department of Commerce for flood recovery assistance. Public Law 103-75, Emergency Supplemental Appropriations for Relief from the Major Flooding in the Midwest Act of 1993, provided \$ 200 million to EDA to assist communities to recover from the economic dislocations caused by the widespread flooding (\$100 million available initially - \$100 million withheld pending emergency designation for the entire amount).

\$ 6.4 million awarded to provide 81 Flood Recovery Coordinators for the nine affected states. \$18 million have been targeted by EDA for additional Levee Repairs needed to protect critical public infrastructure through a program in collaboration with the U. S. Army Corps of Engineers (Corps). \$ 27.7 million for 33 emergency infrastructure projects have been invited by EDA. Another 43 projects totalling \$48.7 million are under review.

EDA has also been deeply involved in business outreach activities, the promotion of tourism (including EDA has committed \$ 3.5 million through a Memorandum of Agreement with the U.S. Travel and Tourism Administration to competitively award selected grants for the tourism industry's recovery), and communications through the publication of articles and press releases.

U.S. Department of Interior, U.S. Geological Survey: During the midwest floods, the USGS incurred damages to numerous gauging stations and collected hydrologic data on various aspects of the floods. Additional hydrologic evaluations were initiated after the floods, and reports were published or are in progress.

U. S. Small Business Administration: SBA's disaster loans are the primary form of Federal assistance for non-farm, private sector disaster losses, and are the only form of SBA assistance not limited to small businesses: they help fund rebuilding for homeowners, renters, businesses of all sizes and nonprofit organizations.

SBA disaster staff has actively assisted owners of flooded property prepare loan applications and

answered questions to help victims plan the recovery. Since the floods began, SBA has operated workshops or other temporary offices in nearly 300 communities throughout the 9 state flood area. Nearly 900 SBA disaster employees have been involved in an intensive effort to provide prompt and effective assistance to the Midwest flood victims.

Flood victims continue to ask for SBA disaster loan applications and to file requests for loan assistance. The Federal application filing deadline has been extended by the Federal Emergency Management Agency (FEMA) until January 15, 1994. Accordingly, the total amount of SBA disaster loan assistance continues to mount. To date, SBA loans to the Midwest total over \$440 million.

Federal Emergency Management Agency: The Federal Emergency Management Agency (FEMA) has long been committed to fostering the redevelopment and economic revitalization of the flood-ravaged Midwest. As part of the Committee on Community Redevelopment, FEMA has used its own programs and authorities to assist both individuals and public entities with the Hazard Mitigation Grant Program (HMGP) and FEMA's Public Assistance Program.

The Hazard Mitigation Grant Program (HMGP) obligates grants for property acquisition and relocation on a State by State basis, often in conjunction with funds from other Departments and Agencies which can be used for the same purpose. Dollars available to the HMGP have greatly increased since the recent passage of P.L. 103-181, The Hazard Mitigation and Relocation Assistance Act of 1993. Since this legislation made considerably more money available for acquisition, and the demand for acquisition and relocation projects has been so great in the Midwest, States have been permitted to extend their application deadlines. As a result, it is too early in this process to tell how many projects will be approved. The States will be reviewing and approving project applications for at least the next six months. To date, FEMA's HMGP has spent \$3.29 million in the Midwest.

In addition to the HMGP, FEMA has utilized its authorities and resources under the Public Assistance program to assist with the recovery from the Midwest flood disasters. The Public Assistance program administered by FEMA makes grants to State and local governments and certain private non-profit organizations for disaster recovery work. This work may consist of activities such as the removal of debris and wreckage from public and private roads, emergency measures, and the restoration of public facilities. To date, the Public Assistance Program has prepared 37,539 Damage Survey Reports, and has obligated \$232,421,000 to the Midwest.



ENVIRONMENT AND HEALTH SAFETY COMMITTEE



Committee on Environmental and Health Safety

Under the guidance of the Committee on Environmental and Health Safety, Federal agencies (including many not mentioned below) are currently conducting an examination of floodplain management in the Midwest. An intense review is planned to determine what happened and why, to solicit opinions, and to make recommendations as to what changes in current policies would most effectively achieve the goals of floodplain management (risk reduction, economic efficiency, and environmental enhancement). The goals of this review will be to: (1) reevaluate existing Federal programs that affect activities within floodplains; (2) determine the best uses of limited resources, both Federal and non-Federal (including the private sector), to meet comprehensive floodplain management objectives; (3) improve the coordination among Federal agencies and among all levels of government to optimize floodplain management for multiple objectives; (4) develop a decision framework for improving floodplain management by describing clearly the questions that must be addressed and identifying the data and resource needs; and (5) develop concepts and policy recommendations that can be applied nationally as well as in the study area.

U.S. Environmental Protection Agency: The role of the Environmental and Health Safety Committee, co-chaired by the Environmental Protection Agency (EPA) and the Public Health Service (PHS), is to address flood issues related to water, waste, vector control/disease surveillance, social services/education, environmental restoration, and relocation. Two significant EPA activities include a private well sampling effort and a coordinated interagency monitoring strategy. EPA Headquarters has coordinated with EPA regions and States to identify flood recovery needs and to expedite the development of a supplemental budget request for Congress to be used by States affected by the Midwest floods.

Department of Health and Human Services: In the Department of Health and Human Services (DHHS), the Office of Emergency Preparedness (OEP) has been designated as the action agent for Health, Medical, and Human Services. From the initial response in June, OEP has vigorously engaged all opportunities to assist Midwest Flood States. The Public Health Service Commissioned Corps and Civil Service personnel have provided critical leadership and technical support in all States. In the disaster recovery, the Health, Medical and Human Services Task Force was created to address those issues on a nine-State global basis. OEP coordinated 7 combined Federal/State working groups: Primary Care, Mental Health, Environmental Health, Food Safety, Disease Control and Surveillance, Vector Control, and Public Communication and Information Management. With their detailed work, DHHS formulated a \$75 million Multi-State Supplemental Budget request of which \$65 million was approved for distribution.



***PRODUCTION AGRICULTURE, ANIMAL
HEALTH, AND WILDLIFE COMMITTEE***



Committee on Production Agriculture, Animal Health & Safety, and Wildlife

Agricultural Stabilization and Conservation Service: The Agricultural Stabilization and Conservation Service (ASCS) has made 1993 crop disaster payments of \$302.3 million to over 96,000 producers whose crops were adversely affected by flooding and other severe weather conditions in the Midwest this year. The payments will help those producers who were prevented from planting or who lost some or all of their crops because of excessive moisture and other adverse weather this year. The application period for the 1993 crop loss program closes March 4, 1994. A total of \$2.45 billion has been made available and, based on preliminary reports, payments in the flood states are projected to total \$1.7 billion by the end of fiscal year 1994. ASCS has announced the following farm program adjustments to assist producers affected by adverse weather in 1993: a waiver of minimum size and width requirements for planting; the release of set-aside acres for use for haying and grazing; the extension of Loan Maturities; the extension of program deadlines; not requiring producers that received advance deficiency payments which they will ultimately be unable to earn to repay these payments until January 1; and the waiver of eligibility and cover requirements.

In addition, the Emergency Conservation Program (ECP) provides cost-share funding to farmers to rehabilitate cropland damaged by the flooding. ECP cost-share funds can be used to remove debris, provide water for livestock, restore fences, grade and shape farmland, restore structures and implement water conservation measures. ASCS county offices appraise the extent of rehabilitation work needed and State offices request funds based on need. All of the \$30 million in emergency appropriations have been allocated to the Midwest States.

Federal Crop Insurance Corporation: The Federal Crop Insurance Corporation (FCIC) has paid \$381.8 million in indemnities in the nine States for crop losses directly related to the flood. Beginning in July, FCIC began monitoring the availability of private company loss adjusters in the flood areas to ensure that claims were worked in a timely fashion. FCIC has continued to track the claim workload throughout the flood affected areas. Current reports indicate that the companies have made sure that loss adjusters get out to work claims promptly, and that most indemnity payments are being received within thirty days. FCIC's regional offices and the Claims Division in Washington, D.C. have been monitoring companies to ensure that claims are worked in accordance with approved loss procedures. During times of heavy situated producers, FCIC has continued to send a clear message to the insurance companies that uniform loss adjustment is an essential part of the Midwest recovery efforts. Also, a significant amount of cropland was adversely affected by breached levees. In order to ensure that producers receive fair insurance offers next year, FCIC issued instructions requiring all land flooded by a breached levee to be individually rated for insurance purposes in 1994.

Farmers Home Administration: Throughout the Midwest, farmers have finished the harvesting of their crops and are beginning the process of determining what assistance is available to them for the losses they have suffered. Farmers Home Administration (FmHA) provides emergency loans to family farmers for physical and production losses. In the flood affected States, FmHA has made

emergency loans to assist flood victims to recover from physical and production losses, totalling \$433,120 thus far.

U. S. Fish and Wildlife Service: The Midwest supplemental appropriation provided \$30 million for National Wildlife Refuge (NWR) repair work. Roughly \$13.0 million was appropriated for dike repair and habitat restoration and \$11.0 million for items such as roads, equipment, boat ramps, signs and debris clean-up. Refuges in Kansas expended \$500,000 to date to help repair flood related damages. With the exception of 2.8 million that has been released for dike and habitat rehabilitation work at Trempealeau NWR, the remaining \$10.2 million for levee and habitat rehabilitation work on DeSoto, Mark Twain, Squaw Creek, Swan Lake, Upper Mississippi River, Minnesota Valley, and Illinois River NWR's was withheld, pending a comprehensive analysis of achieving refuge purposes along with a reconsideration of historical management strategies and techniques. Specific expenditures of the supplemental appropriation will be refined as the U.S. Fish and Wildlife Service designs and implements a flood response strategy.

The Partners for Wildlife Program provides financial and technical assistance to private landowners interested in restoring wetlands and riparian habitats on their land. The program uses a non-acquisition approach to voluntary habitat restoration on private lands. Assistance is available, on a voluntary basis to individual landowners, businesses and local governments via grants and technical assistance for wildlife habitat restoration. A total of \$3.3 million is available in the Midwest. Service biologists in each of the affected States are working to locate eligible parties to establish voluntary agreements to restore wetlands and riparian habitats. In the disaster States, the Partners for Wildlife Program has assisted almost 2,000 landowners in projects that have restored over 65,000 acres of small wetlands Since 1987.

In addition, the North American Wetland Conservation Fund (Fund) provides Federal cost-share funding to stimulate public-private partnerships to protect, restore, and manage a diversity of wetland habitat for migratory birds and other wildlife. Public and private partnerships are emphasized through grants to individuals, business, State and local governments. A total \$2 million is available in the Midwest. Any agency, group, or individual involved in the acquisition, restoration, enhancement, and management of wetland ecosystems and other habitat for migratory birds and other fish and wildlife is eligible.



***LEVEES, WETLANDS, AND FLOODPLAIN
MANAGEMENT COMMITTEE***



Committee on Levees, Wetlands, and Floodplain Management

U.S. Army Corps of Engineers: The U.S. Army Corps of Engineers (Corps) has been and continues to be an integral part of the multi-agency response to the Midwest flood and the Federal recovery effort. Corps floodfighting activities included: the provision of 31 million sandbags to use in support of levees, to increase the height of levees and to protect individual structures; the provision of over 400 pumps to pump out water from behind levees and other areas that had become flooded; provision of technical assistance to affected communities and levee districts on flood fighting techniques, such as sandbagging and other structural measures; and the provision of data and analysis of current and projected flood conditions. A total cost of the floodfighting effort is approximately \$25 million.

The Emergency Supplemental bill included \$180 million for the Corps (\$120 million available immediately, \$60 million for use as a contingency). It is now clear that the Corps will need at least the additional \$60 million, and probably some additional funds to complete the job of flood recovery.

Corps recovery activities are focused primarily on repairing levees. The Corps has received 543 requests for assistance. This includes both initial and final repair requests (levees requiring repairs in both categories are counted twice in the Corps total). After an initial screening, 270 requests have been turned down, because the levees were not eligible for assistance. In all, there were 245 levees in the Corps program that are expected to be repaired using P.L. 84-99 funds. This includes 38 levees for which initial repairs are being made. In a small number of cases, permanent repairs have started. By the end of the 1994 construction season, it is anticipated that construction will be completed on all of the levees. The total cost of levee repairs (initial and permanent) is currently estimated to be \$227 million. This amount exceeds the available funding from the Emergency Supplemental Appropriations (P.L. 103-75). Procedures for addressing this shortfall are currently under review.

U.S. Department of Agriculture, Soil Conservation Service: The Emergency Watershed Protection Program (EWP) of the Soil Conservation Service (SCS) is being implemented in all nine States affected by the 1993 Midwest Floods. The majority of work now being addressed involves debris and sediment removal and erosion control. The amount of levee restoration work is considerably less. The Emergency Wetland Reserve Program (EWRP) will offer SCS clients an alternative to levee restoration. To date, all SCS activities have been directed toward addressing immediate threats to life, property, or critical community infrastructure (erosion, debris removal, and levee repairs). Thus far, SCS has completed 2,905 Damage Survey Reports, finding 1,863 eligible projects for SCS assistance. As of December 15, 249 erosion control projects, 300 for debris removal, and 179 for levees are under contract or complete.

As a result of P.L. 103-75, the SCS received a supplemental appropriation for the Midwest flood recovery effort of \$60 million. \$47.7 million (\$33.5 million of the supplemental and \$14.2 million of regular EWP funds) has been allocated to date. It is estimated that \$75 million of remaining recovery work will need to be considered in the nine States after all of the immediate threats have been addressed. Priorities are being established to meet the most serious needs within available funds.

Federal Emergency Management Agency: The Federal Emergency Management Agency (FEMA) has two primary programs which assist with activities under the Committee on Levee, Wetlands, and Floodplain Management: the Hazard Mitigation Grant Program (HMGP) and FEMA's Public Assistance Program. The Hazard Mitigation Grant Program (HMGP) obligates grants for property acquisition and relocation on a State by State basis, often in conjunction with funds from other Departments and Agencies which can be used for the same purpose. Once land is acquired, it must be maintained for open-space use by the State or local community, and no further disaster assistance may be used for structures on that property ever again.

Dollars available to the HMGP have greatly increased since the recent passage of P.L. 103-181, The Hazard Mitigation and Relocation Assistance Act of 1993. Since this legislation made considerably more money available for acquisition, and the demand for acquisition and relocation projects has been so great in the Midwest, States have been permitted to extend their application deadlines. As a result, it is too early in this process to tell how many projects will be approved, the impact that the HMGP program will have on floodplain management, or how much of the acquired property will be returned after acquisition to being "wetlands." The States will be reviewing and approving project applications for at least the next six months. To date, FEMA's HMGP has spent \$3.29 million in the Midwest.

In addition to the HMGP, FEMA has utilized its authorities and resources under the Public Assistance program to assist with the recovery from the Midwest flood disasters. The Public Assistance program administered by FEMA makes grants to State and local governments and certain private non-profit organizations for disaster recovery work. This work may consist of activities such as the removal of debris and wreckage from public and private roads, emergency measures, and the restoration of public facilities. A very small portion of these funds have also been used for levee repair and reconstruction. To date, the Public Assistance Program has prepared 37,539 Damage Survey Reports, and has obligated \$232,421,000 to the Midwest.

FEDERAL PREPARATIONS FOR SPRING FLOODING IN THE MIDWEST



December 15, 1993

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December 15, 1993

With the growing consensus that the Spring thaw poses a potentially serious threat to communities in the Midwest, the Federal government has recognized that the Winter months present an opportunity to take advance measures to both lessen the impact of potential future flooding, and improve the Federal, State, and local capabilities to respond should a flooding disaster occur.

At this time, plans are being made to convene an interagency task force over the next few months, under direction of the White House, to provide a comprehensive accounting of Federal, State and local resources available to combat the possibility of Spring floods. This review will permit the Federal government to work more closely with its partners at the State and local levels to coordinate ongoing preparatory activities, identify resource shortfalls, and both develop and initiate new and innovative interagency plans to meet expected needs in the disaster area.

In addition, the Departments and Agencies participating in the Federal Response Plan are taking numerous steps to prepare for the Spring. These activities are all being coordinated by FEMA, the Interagency Long-Term Recovery Task Force, and the White House in the areas of:

- Federal preparedness and planning
- training (Federal, State, local, private)
- after action reviews of this 1993 flooding
- close coordination with States
- identifying potential supply sources
- provision of technical assistance
- tracking potential health threats
- mental health treatment and counseling
- identification of hazardous waste sites
- eliminating unnecessary regulatory burdens
- public information and outreach
- replenishing depleted reserves
- refurbishing mobile homes
- revision of procedures and policy
- maintenance of disaster staffing capability
- restore community flood protection
- tracking winter weather conditions
- water sampling efforts
- identification of threatened public utilities
- reviewing legal authorities
- promotion of relocation/acquisition projects



"If anyone was expecting a cynical, cold-hearted, un-caring bored bureaucrat, they were surprised. Victims received attention and respect for their losses, large and small. Thanks, You're helping Americans and in doing so, America too."

--Austin Herald, Austin, North Dakota--

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