



U.S. SMALL BUSINESS ADMINISTRATION
OFFICE OF THE ADMINISTRATOR
409 THIRD STREET, S.W.
WASHINGTON, D.C. 20416

FAX MESSAGE

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TO: Steve Silverman
WHITE HOUSE

FAX#: (202) 456-2983

PHONE#: (202) 456-2572

FROM: Kathleen Neugold

FAX#: (202) 205-6802

PHONE#: (202) 205-6605

SUBJECT: Midwest Clips

MESSAGE: As discussed. The attached are the negative pieces (three) from Des Moines Register, plus one of the numerous "informational" pieces that have run out there. (NBC transcript also attached.)

Call with any questions.

Chen,
- KN

NBC Nightly News
September 6, 1993 / 6:30-7:00 PM

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Pres. CLINTON: If we don't control health care costs and provide affordable health care to every American family, we'll never be the nation we ought to be.

MITCHELL: The White House believes it will be easier to sell the trade agreement and health reform if people believe government can be trusted. That's one reason the president will unveil proposals tomorrow to cut more than \$100 billion in government waste. Andrea Mitchell, NBC News, at the White House.

MIKE SCHNEIDER, anchor:

* Now, earlier this summer, during the height of the Midwest flooding, President Clinton offered a helping hand—federal aid for the thousands of damaged homes, farms and businesses. Some relief has been delivered, but many people now say they expected a whole lot more by this time. Jim Cummins has the story.

JIM CUMMINS reporting:

When the president came to Des Moines in the middle of the flood, he assured the victims of swift, decisive government help.

Unidentified Woman: I can't take it anymore.

President BILL CLINTON: Just hang in there.

Mr. CHARLIE ATKINSON: This is a wipeout.

CUMMINS: That was Charlie Atkinson back in July, after the flood destroyed most of his house. This is Atkinson six weeks later—struggling to rebuild—on his own, he says.

All this construction. Have—have you gotten any money from the federal government to help you pay for this—for rebuilding anything here?

Mr. ATKINSON: No. Uh-uh.

CUMMINS: Nothing yet?

Mr. ATKINSON: Nope.

CUMMINS: Atkinson says so far, in six weeks, he's gotten only one \$400 rent check from the government. The local director of FEMA, the government agency responsible for recovery operations, says the problem remains—there's still too much rain and high water.

Mr. BILL TRAUGH (Federal Emergency Management Agency Director): We're having a hard time finding what the damage is and putting a dollar figure to it.

CUMMINS: This is the Valley Junction neighborhood. The merchants and residents around here have suffered some of the worst flood damage in the Des Moines area. The place resembled Venice back in July. Paula Constable's hamburger shop was wiped out, but she's back in business after spending thousands of dollars of her own money without any government help so far.

Ms. PAULA CONSTABLE: I haven't seen a damned dime!

CUMMINS: But she has seen the water rise again outside her restaurant while she and her accountant have gone through a pile of paperwork for a small business loan from the government.

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Ms. CONSTABLE: That just makes you crazy. It's just absolutely nuts. But you just—that's why 90 percent of the small businesses, they're just not going to go through with it.

CUMMINS: And recently, city workers had to scramble to reinforce the levees around the city waterworks to avoid contaminating the water supply for a quarter-million people again. Waterworks manager L.D. McMullen is now recommending a backup plant for his and any other city that is flood prone.

Mr. L.D. McMULLEN: I don't think that you can probably build enough protection forever on a treatment plant.

CUMMINS: It has been a long, wet summer for the people here. Many of them continue to wait for government help, while the rain continues to dampen their spirits. Jim Cummins, NBC News, Des Moines.

MIKE SCHNEIDER, anchor:

We go back to Florida now, and the trial of those two white men accused of setting a black tourist on fire. The jury got that case late today, and as Mike Boettcher reports, it was a trial that was filled with emotion and controversy.

Mr. HARRY COE (Prosecutor): This is a case about Christopher Wilson and the truth he's brought here into this courtroom.

MIKE BOETTCHER reporting:

State's Attorney Harry Coe, accused by his own assistant of incompetence in a trial marred by misuses and gaffs, tried to re-focus the jury during closing arguments today. He recounted how Chris Wilson, a black New York tourist, had been set on fire by two white men in a field outside of Tampa last New Year's Day. He displayed Wilson's charred shirt.

Mr. COE: It was burned off, and left there at the scene.

Ms. KAY MCGUCKEN: There is so much emotion in this case, so much pain and so much suffering, but you've got to set that aside and listen to the facts and evidence.

BOETTCHER: Defense attorneys for the two men accused of assaulting Wilson asked the jury to set aside sympathy and focus on the evidence—or the lack of it. Julianne Holt represents Mark Kohut.

Ms. JULIANNE HOLT: There's not one fingerprint? That's amazing!

BOETTCHER: Kay McGucken is defending Charles Rourk, who Wilson described as 'the mean one.'

Ms. MCGUCKEN: The state of Florida absolutely doesn't have a case against Charles Rourk.

BOETTCHER: The state's case depends largely on the testimony of Christopher Wilson, who identified the two men in court last Friday.

Mr. CHRISTOPHER WILSON: I can't even describe the pain 'cause, you know, you feel a tremendous—you feel pain all over.

BOETTCHER: However, another key witness, Jeff Pelloni, who was originally charged in the assault, but who struck a deal with prosecutors to testify against his own friends, admitted in court that he would lie to protect himself.

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DSM REGISTER

AUG. 29, 1993

Iowans shun loans from SBA

Business owners find the interest rates unattractive, the delivery of money slow and the paperwork overwhelming.

By DALE KASLER

REGISTER BUSINESS WRITER

Henry and Ann Evans, owners of a wood-working mill near the Valley Junction retail district in West Des Moines, swear this is no exaggeration: It took 140 hours to prepare their paperwork to apply for a flood-relief loan from the U.S. Small Business Administration.

And that was just the beginning. A few days after they submitted the papers, their phone started ringing. It was the SBA calling; the Evans' file had been passed to a young loan officer in Texas handling her first disaster loan. Over the next few days, Henry Evans figures, he spent eight hours on the phone answering mostly basic questions.

"It's been very frustrating," said Evans, owner of A.F. Johnson Millwork. "She'll ask me a question and I'll say, 'Well, that's Exhibit No. 6,' and she'll spend 15 minutes digging through the file to find it."

2,106 Out of 17,581

Thousands of Iowans are shunning the SBA's disaster-loan program. As of last week only 2,106 homeowners and business people had applied for relief — out of the 17,581 who picked up application forms.

The SBA said it believes the threat of more flooding may be the reason. "People don't necessarily want to repair their properties too early," loan officer Richard Schulze told an Iowa Legislature committee studying the flood.

But Iowa business owners blamed shortcomings in the SBA's loan program. They said the interest rates aren't particularly attractive. They think it takes too long to get the money in hand. A few are passing up the loans out of principle; they figured they can get by without the government's help.

And others complained about red tape.

"The paperwork has been overwhelming," said Ann Cleland, whose hair salon and bou-

tique in Valley Junction were heavily flooded. So much work, in fact, that "I'm treating it like a 4-H project."

Cleland said she was tempted to borrow from a bank. But she decided to forge ahead with the SBA application because she'll be able to take more time repaying a government loan. The bank loan would have to be repaid in a year; the SBA offers terms of up to 30 years.

Indeed, the SBA program has its defenders.

Howard Fischer, owner of a Des Moines vending company called U.S. Coffee, said he received approval for an SBA loan with a minimum of fuss. Fischer said he received his loan approval only 10 days after submitting it — about half the usual time.

"I was expecting the worst, because I'd heard things. So far, everything's gone very well," he said. "I guess I didn't find anything that was unreasonable."

Need for Patience

Edwards Graphic Arts Inc., a printer in Des Moines' Riverpoint business district, has dealt with the SBA before and understands the need for patience and thoroughness.

"I think what you have to do is go in with all your guns drawn ... everything properly documented," said Chairman Jim Edwards Jr.

The firm and its accountants are putting the finishing touches on a \$1.3 million SBA loan request. Edwards said he fears other businesses have rushed their applications and have created additional red tape for themselves.

"They went in too early, didn't have everything properly documented," he said.

Henry and Ann Evans figured they had taken care of everything.

They spent hours painstakingly producing month-by-month financial statements — something they don't do in the normal course of business.

They tracked down an accountant in Tennessee who could verify in writing that, indeed, Ann Evans is no longer part owner of a family farm down there. Their lawyer produced copies of the firm's bylaws, articles of

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Flooded Iowans shun loans from SBA

SBA

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incorporation and a "certificate of existence" from the secretary of state's office.

The SBA asked for an inventory report from just before the flood.

"It was like, 'We're sorry, it flooded down to Valley Junction,'" Evans said with a laugh. "We can't provide it."

Seems Excessive

SBA officials have maintained they don't demand any more documentation than a bank does. But Evans said the government paperwork seems excessive, considering he and his wife took out an SBA-guaranteed bank loan three years ago.

"They have all that info," said Evans, who's seeking \$500,000.

John Lamale, an accountant who's filled out loan applications for several flood victims, said the SBA's requirements have sent him scurrying all over the continent for records.

One client was told to get a written waiver from his landlords, who are selling him the building on contract. The problem was, the landlords are on vacation in Alaska.

"We can't reach them," Lamale said. But he said he thinks the landlords eventually can be contacted.

SBA spokesman Jim Atkins said the agency has approved 1,113 loans in Iowa totaling \$29.4 million — about \$16.9 million for businesses and the rest for homeowners.

It's Disturbed

Still, the SBA said it's disturbed that more Iowans aren't taking advantage of the program. Schube, the loan officer, said the SBA should have received twice as many applications by now.

Only 421 applications have been filed by Iowa businesses. That's a fraction of the estimated 3,700 companies that suffered flood damage, plus hundreds of others that stayed dry but are eligible for loans because the nasty weather cut into their sales.

The SBA has two loan programs for businesses: one for actual physical damage and one for economic damage caused by lost sales opportunities. The total that will be loaned under both programs is a combined \$1.5 million.

The deadlines for applying are Nov. 16 for physical damage (it originally was Sept. 7) and April 11, 1994, for economic loss. The SBA will lend money only to those businesses that seem healthy enough to repay the debt.

Won't Make a Deal

The economic-loss loans are available at 4 percent. If the SBA determines the borrower is wealthy enough to get a bank loan, then the SBA won't make the deal.

The property damage loans carry a 4 percent interest rate, unless the borrower is considered wealthy enough to qualify for a bank loan. If so, the SBA will charge 8 percent.

The 4 percent vs. 8 percent rule rankles plenty of business people. The SBA says it applies the rules so liberally that virtually all borrowers qualify for the 4 percent rate. But business people said they weren't aware of that.

At least two Valley Junction merchants gave up on the SBA process and took out bank loans because they figured they'd get thrown into the 8 percent category.

Sue Stookey, owner of the Country

Caboose antiques shop, took out a bank loan at 6 percent. With only a handful of exceptions, "I haven't heard of any merchants who applied" for SBA loans, she said.

Christie Cobb, owner of the Write Touch stationery shop in Valley Junction, received a call the other day from an SBA official asking whether she had finished filling out her forms. Cobb told the loan officer that she had taken out a bank loan instead at 6 percent.

"He was livid," Cobb said of the SBA official. "He got irritated with me that I had made some bad judgment call."

But Cobb is comfortable with her decision. The check from the bank

arrived within days of her submitting her application.

By contrast, it typically takes the SBA three weeks to rule on an application, and another one to three weeks for the money to be doled out. And the SBA won't deliver all the money at once.

Of the \$29.4 million in loans approved for Iowa, the SBA's Atkins said \$2.8 million has been disbursed.

The reason is the SBA usually disburses loans in increments. If someone is approved for \$100,000, they might get only \$10,000 at a time. That way, the agency can monitor that the money is being spent properly.

"We want to make sure the repair get done," Atkins said.

DES MOINES REGISTER

JULY 30, 1993

Some firms ask: Where's the relief?

Business owners complain about red tape, but others say they didn't expect the government to bail them out on the flood.

By DALE KASLER

Business Writer

Two representatives from the Federal Emergency Management Agency and the Small Business Administration were addressing a crowd in Valley Junction last week when they were interrupted by a cleanup volunteer who lived through Hurricane Andrew.

"Don't be promising these people a rainbow," the volunteer said. "I'm from Homestead, Fla., and I haven't seen one penny."

So much for Bill Clinton galloping to the rescue. The remark "kind of put a pall on the crowd," said Christie Cobb, a Valley Junction merchant.

Even before the Floridian spoke

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up. Des Moines-area business people were becoming skeptical about flood relief from Washington. Their initial optimism has given way to disappointment and fine print. They're confused about whether they're eligible for assistance. Some think the rules are unfair, and many are irritated with the red tape.

"That euphoria of 'The SBA is here, FEMA is here' is just crazy," Cobb said. "Now we're going into brass tacks: 'Where's the money? Who's going to get it? How much? How soon?'"

There's enough disenchantment that Gov. Terry Branstad on Thursday proposed emergency state grants to distressed businesses. Sen. Tom Harkin of Iowa is trying to persuade Congress to make the SBA programs more generous.

Many Grateful

Granted, few businesses were counting on a free lunch and many are grateful for any sort of assistance. "I don't think the government's in the business of making us whole," said Chuck Follett of Kel-Welco Distributing Inc., a power-tool distributor in Des Moines' hard-hat Central Place commercial district.

Likewise, Bill Neumann's company in Central Place lost \$435,000 in the flood, far more than the SBA can cover. But he's not complaining.

Government's role isn't to bail out business, but to "just try to soften the blow as much as possible," he said.

Nevertheless, many businesses have "unrealistic expectations as to what's available," said Richard Schube, an SBA disaster loan officer who's temporarily stationed in Des Moines. "The help is limited to what the law allows."

For business, the law allows for loans, not grants. Companies can borrow through two SBA disaster loan programs — one to cover property damage and another to compensate for economic losses that arise because the company's doors have been shut.

The maximum a business can borrow under the two programs is a combined \$600,000. The SBA promises a quick answer to a loan application — generally no more than 30 days.

String Attached

But there are strings attached. The SBA can require a borrower to pledge personal assets, such as a home, to secure the loan. It usually will require the business to purchase federal flood insurance — an expensive proposition for many businesses.

The loans for property damage are open to businesses of any size. They carry a 4 percent interest rate, unless a company is deemed healthy enough to get a bank loan. In that case, the SBA will charge 8 percent.

Some business people say 8 percent is no bargain in today's climate of low rates. And some say it's unfair to make successful companies pay higher rates than others.

"A businessman who can't do good business... they're going to give it to him at 4 percent. Where's the justice?" said Gary Mochan, owner of a prosperous Johnston landscaping business whose losses could hit \$1.6 million. He figures he'll fall into the 8 percent category.



Chuck Follett sorts through the SBA application at Kel-Welco, a power tools distributor in Des Moines' hard-hat Central Place district.

The SBA argues that it's only fair to make healthier businesses pay the higher rate. And the agency says most applicants are approved for 4 percent loans anyway.

Economic Injury

The second part of the program — to cover economic injury — is a little simpler. Those loans carry a 4 percent interest rate. But they're only available to businesses that can't get a bank loan; the healthier companies are shut out entirely.

Businesses at the very bottom of the economic ladder probably can't get an SBA loan, either. Both loan programs are structured so the SBA will care down any business that is so poor that it is unlikely to be able to repay the debt.

"We have an obligation to the taxpayers," loan officer Steve Boris told a thronging of Des Moines business owners the other day.

That means like a Catch-22 to some business people: You're either too rich or too poor, and either way the SBA isn't interested in lending you money.

But the SBA says that's not true; it says it bends over backward to make companies eligible for assistance.

Previous Disasters

In previous disasters, about 75 percent of the applicants have received loans, said SBA spokeswoman Jill Florin. Already 16 loans totaling \$462,000 have been approved for Iowa businesses, Florin said.

"We are doing the best we can to try to make the loan," she said.

Still, many business people said they're upset about the uncertainty of it all. Are they eligible? Will they get 8 percent or 4 percent? Several business people said they've gotten conflicting answers — or no answers — when they've contacted the SBA and FEMA.

"We've not given any information other than, 'Fill out the forms,'" said Bob Schuchman, a business owner in Central Place.

There are bound to be some disappointments. The SBA's Schube said many business people think the eco-

SBA FLOOD RELIEF

■ The Small Business Administration will lend up to \$500,000 to businesses hurt by the flood. The loans are to cover actual flood damage as well as economic loss from an interruption in the business. Some companies may not be eligible.

■ The deadline for applying is Sept. 7 for physical-damage loans and April 11, 1994, for economic-injury loans.

■ SBA representatives will be stationed at the Iowa Department of Economic Development, 200 E. Grand Ave. in Des Moines, until Sept. 7. Or, call the SBA at (800) 866-6303.

■ All applicants must register with FEMA — the Federal Emergency Management Agency — and are urged to have their FEMA "control number" ready when contacting the SBA. To register with FEMA, call (800) 463-6028. Or, visit FEMA's disaster application center at Matt McNelly School, 1214 E. 15th St. in Des Moines. The center closes Sunday evening for good.

■ Two Small Business Development Centers will assist business people with filling out forms and other questions. Call the Des Moines center at 271-3753, or the Ames office at 352-6256.

nomic-injury loans are supposed to compensate them for lost sales and profits. Wrong. The loans are only to help a business pay the most pressing bills that piled up while the doors were closed.

Some business people aren't sure it's worth the bother to apply for a loan, especially because it requires plenty of paperwork. And paperwork costs money.

Schuchman said he was debating whether to "gamble" 14,000 on accountant's fees to prepare the documents to apply for SBA assistance.

His flood losses are 4400,000 or more.

He said the SBA wants to see three years' worth of income tax returns for each of his four companies — three that got flooded plus a holding company — as well as his personally. It wants balance sheets and profit-and-loss statements.

"That's such a over a foot thick," he said.

Kel-Welco's Follett was sitting through six separate forms mailed out by the SBA.

"To go to a bank and get a loan is probably half as much (paperwork) as this," Follett said.

Not true, Schube said. But the SBA forms are different from the bank forms with which most business people are familiar. "Lack of familiarity probably has a lot to do with it," Schube said.

Orlando University's Small Business Development Center will help applicants fill out the forms free of charge. But few have taken advantage of the service.

Branstad said Thursday a lack of direct grants for hard-hit businesses is hampering the state's recovery effort. "I think that's one of the biggest shortcomings we face now," the governor told the state's flood recovery task force.

Richard Clark, Des Moines deputy city manager, said a \$400,000 loan isn't enough when the average loss was \$750,000.

In the meantime, SBA officials urged all business people who think their company is eligible to apply for the loans. They complained that a lot of business people have convinced themselves — wrongly — they're not eligible for the money.

"Ninety percent of that information that you hear running around town is wrong," Boris told the Central Place group.

But skepticism abounds.

"The SBA says they're going to do great things," Follett said. "We'll see."

THIS ARTICLE includes reporting by Register staff writers Jonathan Ross, Chris Carter and Kenneth Price.

Small firms lament SBA, FEMA quagmire

Small-business owners complain about the red tape and how the loans aren't enough and can put them in even deeper debt.

By VERNICA FOWLER
Business Writer

Small business owners are saying that hauling themselves out of government bureaucracy is proving nearly as difficult as hauling themselves out of the muck left by the flood.

While some owners say they've had lots of help getting back on their feet, others say their experience has been decidedly different.

Donna Rewaj-Fifield, owner of R & B Towing in Johnston, says she can't get any straight answers while waiting for her application for a small-business disaster loan. She's waited in line for hours to get it, even after making an appointment to pick it up.

She has also had difficulty finding out if she is on a flood plain — information critical for the loan. Not to mention the complexity of the forms.

"It's worse than doing taxes," says Rewaj-Fifield. "I don't think the system is working at all for us."

Few Answers

Owners like Rewaj-Fifield complain that:

- Answers to vital questions are hard to get from bankers and insurance agents.

- In addition, answers they do get vary depending on who they ask. And there isn't time to spare to track down the information when you're hauling out equipment and trying to clean.

- If a business is on a flood plain, it must first purchase flood insurance before getting a Small Business Administration loan. However, owners say they didn't get flood insurance in the first place because they didn't think they could get it. And even if they could, they couldn't afford it.

- Loan money is slow to arrive. SBA disaster loan applications take up to 30 days to process and then a few more days to distribute the money. Meanwhile, many small-business owners have no cash flow. If they get a loan from their bank to hold them over, in some instances it can disqualify them from some types of SBA disaster assistance.

- For many business owners, a loan isn't practical. These owners say they're already in debt and can't afford to make additional payments.

- The SBA federal disaster loan of \$500,000 is not enough for some businesses.

The Wait

Rewaj-Fifield says getting her loan form was exasperating. She called an SBA hot line number and was told she didn't have to do anything — just sit tight and an SBA official would come

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DISASTER ASSISTANCE ANSWERS

FEMA hot line: 800 462-9029. For general information on disaster assistance, including help for small businesses.

United Way/Greater Des Moines Chamber of Commerce Federation hot line: Des Moines. 246-5636. Serving as a clearinghouse of information on matching goods and services up with the people who need them. Can assist in finding new office space, computers, clerical help, etc.

Your local Small Business Development Center. 271-2655 in Des Moines or 292-6355 in Ames. Will give free counseling on everything from renegotiating debt, help with loan applications, extending losses or insurance claims, market analysis, creating long- and short-term business strategies and generally rebuilding your business.

Small Business Administration District Office. Des Moines. 284-4422. Information on small business disaster loans.

There will be SBA Disaster workshops for business owners, homeowners and renters affected by the flood. They will be held at the Iowa Department of Economic Development at 200 E. Grand in Des Moines and at Meeker School at 20th and Burnett in Ames, beginning today through Saturday. Hours are 9 a.m. to 5 p.m. SBA loan officers who will work with borrowers one-on-one. You must first have a "control number" from FEMA, which you can get by calling 800 462-9029 or visiting the East Middle School Disaster Application Center at 1214 E. 15th St.

out to assess her situation.

Her accountant gave her different information — she should actively go out and get the application. She ended up waiting in line for two hours to get her SBA loan form. She had to get back to her business, she said, so she left the line and made an appointment to come back the next day to get the form.

She showed up at the appointed time and then waited in line another hour. Finally, with loan form in hand, she returned home only to receive another set of forms in the mail.

Ray Chatham, director of SBA area disaster operations in Fort Worth,

Texas, says any lines should be much shorter by now. Also, by calling the FEMA hot line, small-business owners can request an application form, which should be mailed to them in a couple of days.

The loan form's requirement for detailed information is especially frustrating, owners say, because many records and computers storing vital data have been destroyed.

Simple Form

But Chatham says the SBA's three-page form simply asks for basic information that any other lender would ask for. If owners have problems lo-

osing documents such as tax returns, they can go to the Internal Revenue Service to get duplicates, he said.

Chatham says flood plain information is kept on maps available at county assessors' and county engineers' offices and most insurance agents who sell federally subsidized flood insurance.

Chatham says that having flood insurance indeed can be a condition of the loan, just as people buying a house must have homeowners' insurance before they can buy the house. The SBA will not loan you the money for flood-insurance premiums but it will consider the premium as one of your operating expenses when considering your repayment terms on an SBA loan.

One frustrated business owner is Bill Fox, owner of Al Automotive in Des Moines.

"I feel like a dog chasing my tail," says Fox. "I can't get any straight answers." Another owner complained that he couldn't even get an answer on where to return his completed loan application.

Precious Time

Red tape also frustrates owners. They began losing business the first day that the flood hit, but it will take up to 20 days after they can assess the damage and after they complete their application to process the loan.

Joe Seward, owner of Seward Graphics, said recently during one SBA informational meeting at East High School that although he's been

pleased by the one-on-one attention SBA is giving him, the time it takes to see the money is aggravating.

"If I go a month without my loan," Seward said, "I can just kiss my customers goodbye."

Business owners in Johnston — who were still under water Friday — say the wait to get disaster aid might delay a full reopening until September.

Chatham said SBA gives out the money as rapidly as it can. It used to take up to 60 days to process disaster

If I go a month without my loan, I can just kiss my customers goodbye.??

— Joe Seward
owner, Seward Graphics

loans and now it takes seven to 20 days. The SBA, he said, sees itself as an agency to help businesses after the initial crisis. "We're recovery and not response."

Chatham said anyone who needs a loan to repair physical damage to their business can get it regardless of how good their resources are or what sort of loan they have secured (as long as they have the ability to repay the SBA loan).

However, for loans to provide working capital — money to meet payroll, pay utilities and rent — the SBA considers other financial resources the business has, including a loan from a conventional bank.

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PAUL HIBCOCK/THE REGISTER

Donna Bower-Fifield, owner of R&R Towing, stands at water's edge unable to reach her flooded busi-

ness along N.W. Beaver Drive in Johnston. Heavy rains have prolonged flooding in the area.

Loan Impractical

Frank Cowrie of Cowrie Pura suffered an estimated \$200,000 in damage. "All the equity you built over the years is wiped out," says Cowrie. "You're re-buying what you already paid for."

Cowrie isn't sure that a loan is practical for him. "I don't know that we could repay the loan."

The rates aren't especially good, either. SBA disaster loans are offered at 4 percent or 6 percent interest and can be repaid over a period of up to 30 years. Nearly all the loans the SBA approves are at 4 percent. Banks are already offering 5 percent.

Sen. Tom Martin, D-Ia., told reporters last week that he was looking into lowering the interest rates on the loans to something like 2 percent because the current rate on disaster loans was set in 1984 when the prime lending rate was about 12 percent.

At one of the small business disaster reconstruction meetings, the speakers lastely 100 people attending were asked to raise their hands if \$500,000 was enough to cover their losses. About half raised their hands. When asked if \$500,000 was not enough, a fourth raised their hands.

Chatham, however, says these businesses for which \$500,000 isn't enough is a distinct minority. "It's going to cover far in excess of 80 percent of the businesses that go in for assistance."

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DAILY CLIPS

Special Edition

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ST. LOUIS POST DISPATCH

Rebirth In Housing Could Follow Flood

By Mickey Rosen,
Laura Barrett and Janet Becker

What is the impact of the Great Flood of '93 on the status of low-income housing in the St. Louis area? The extent of the devastation is not yet known, but we do know two things: It will compound the scarcity of affordable housing here, and it will severely strain the already overworked and underpaid public and private services that our city, county, state and nation provide.

St. Louis, like all other metropolitan areas, is trying desperately to recover from President Ronald Reagan's wholesale cuts in social programs. Housing, the largest item in anyone's budget, received the deepest cuts. During the Reagan years, federal housing assistance programs were cut by more than 75 percent — to \$7.5 billion a year from \$32 billion.

As for St. Louis, our supply of affordable housing has greatly diminished. What does "affordable" mean? Are you paying more than 30 percent of your income for housing and related utilities? If so, you are probably having trouble keeping up with the payments. If your income is from Aid to Families with Dependent Children (welfare), you are receiving \$292 a month (for the typical recipient with two children in Missouri). In 1992, the fair-market rent for a two-bedroom apartment in the St. Louis area was \$498. Affordable housing is defined by the Center on Budget and Policy Priorities in its 1992 study as apartments costing \$250 a month or less — the rent that is affordable to a household with an income of \$10,000 a year.

The center reported that nationwide, in 1987, 57 percent of all poor households spent at least half their income on housing costs.

In the St. Louis area, 63 percent of poor households spent at least half their income on housing costs. In 1976, 92,700 such affordable dwelling units were available and only 77,600 such households needed them. By 1987, there were only 71,100 affordable units, and 88,600 households needed them.

Faced with this continuing housing crisis, now compounded with the flood crisis, St. Louis city and county and Missouri must make hard decisions that cry out for fairness and compassion. As usually happens, most of the flood vic-

tims are those who can least afford it.

The outpouring of sympathy and support for flood victims is truly heartwarming. The efforts of friends, neighbors and strangers are inspiring indeed. The Missouri Housing Development Commission has committed \$10 million to help flood victims. The Federal Emergency Management Agency (FEMA) and other agencies have been taking applications from thousands of flood victims. Hundreds of thousands of people across the country are donating to the American Red Cross, the Salvation Army and other services.

The decisions at each level of government regarding housing and disaster relief can create new neighborhoods — the kind we always wished we had. We need leadership from elected officials and ordinary people, daring us to take the long view.

Although it is tempting to rely on short-term help from FEMA and the major agencies, we must look beyond emergency relief. Can we look beyond the raging waters of the flood and tend to the immediate needs of disaster victims, as well as the deep-rooted, long-standing needs of our community?

We talk about mixed-income, culturally diverse neighborhoods as ideal. We talk nostalgically about good schools,

safe streets, a local bank, drug store, commercial and recreational activities, a health clinic, grocery store, all the amenities we used to enjoy, with public transportation providing access to the larger community. We have a chance to create such a neighborhood if we want it badly enough. It could be a wonderful investment in our city's future, a model for other neighborhoods.

Some of the needed components are already available. YouthBuild trains high school dropouts in the construction trades, while they complete their education and develop leadership skills. Habitat for Humanity and ACORN have fine track records of helping low-income renters become responsible homeowners. Ecumenical Housing Production Corp. has shown that, by providing decent rental housing for families far below the poverty level, they can become assets to their neighborhoods and schools and eventually move into homes of their own. Other resources abound here and elsewhere.

Are we bold enough to seize the moment and create the future?

Mickey Rosen is St. Louis Chapter chairwoman and Laura Barrett and Janet Becker are members of the Missouri Association for Social Welfare.

Ruling Aids Rebuilding In Flood Plain

By William H. Freivogel
Of the Post-Dispatch Staff

A1
Hundreds of Missourians will be able to rebuild homes in the flood plain rather than having to move to higher ground because of a federal policy decision Thursday.

The Federal Emergency Management Agency issued a policy statement that permits Missouri officials to use the more lenient standard used by Illinois officials. It increases the number of homes that can be rebuilt in the flood plain without having to elevate them a foot above the 100-year-flood level.

Environmentalists and some government officials involved in the relief effort called the action a poor way to manage the flood plain.

"It's a terrible decision," said Roger Pryor, executive director of Coalition for the Environment. "Taxpayers are going to have to bail people out again in 15 years. It's crazy to put them back in harm's way."

But Rep. Jim Talent, R-Chesterfield, praised the move. Through a spokesman, Talent said the action would "save the homes of hundreds of St. Charles County residents. . . . This is not the time when the government should force people out of their homes."

The new FEMA policy statement permits communities to use the "replacement cost" of a structure as the measure for determining when it needs to be elevated.

Under federal rules, a structure in a city or county covered by federal flood insurance must be elevated a foot above the 100-year-flood line if it sustained damage greater than 50 percent of "market value."

Officials of FEMA in Missouri had interpreted market value as the property's pre-flood value.

Agency officials in Illinois interpreted it as "replacement cost." Replacement cost usually is greater.

As a result, Missourians felt they were being shorted on relief funds.

For example, a house with a pre-flood market value of \$40,000 might cost \$60,000 to replace. So, in Missouri, to get FEMA relief, that house would have had to be elevated if it

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had more than \$20,000 damage, while the threshold in Illinois would be \$30,000.

As a result of Thursday's policy statement from Washington, local officials in Missouri have the option of using replacement cost as the determining factor.

Donald Collins, acting administrator of FEMA's federal insurance administration, issued the policy clarification. He said the agency had allowed replacement cost to be used in Florida after Hurricane Andrew.

"Market value is like Joseph's coat of many colors," Collins said in a telephone interview. "There are a lot of ways to define it, and the local officials out there need as much flexibility as possible. We shouldn't sit in Washington and dictate to them."

A city or county could even use replacement cost for one structure and pre-flood value for another, Collins said.

For example, a city or county could help out a homeowner who wanted to rebuild by using replacement cost. But a homeowner fed up with floods might prefer the yardstick of pre-flood value to qualify for a federal buyout.

Collins conceded that FEMA officials in Region VII — the Kansas City office that oversees Missouri — had raised questions about Thursday's policy statement.

On the same day that the new FEMA regulation was making government buyouts less likely, the agency announced a series of 14 meetings around Missouri to encourage flood-prone communities to consider buyouts.

Charles Biggs, deputy federal coordinating officer of FEMA, said the agency is seeking "long-term solutions to the repetitive problems of flooding."

The first of the 14 meetings for city and county officials is 10:30 a.m. today at the Gasconade County Courthouse in Hermann, Mo. Meetings will be held in St. Louis and St. Charles on Sept. 13 and in Festus on Sept. 15.

Planners: Move Valmeyer To High Ground

By Patrick E. Gauer
Of the Post-Dispatch Staff

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The flood-wracked town of Valmeyer, Ill., would be moved to nearby bluffs but its lowland farmsteads rebuilt in place under a recommendation by county planners. The planners want to help residents reach their own decision.

A good-faith effort to remove the 900 townspeople from the path of future floods might make federal officials more agreeable to allowing the replacement of farm structures in the flood plain, said Roger Schewe, a key member of the Monroe County Regional Planning Commission.

But Len DeCarlo, spokesman for the Federal Emergency Management Agency's regional office in Moline, Ill., said Friday that heavily damaged farm structures can be rebuilt in the flood plain only if they are flood-proofed or elevated above the 100-year flood level.

"It is not a matter of making a deal," DeCarlo said. "There is no compromise on the regulations."

Residents of the Valmeyer area have been invited to meetings Wednesday and Thursday nights in Columbia, Ill., to hear proposals and fill out questionnaires to help local officials steer their future.

A principal issue is whether to seek a federal buyout of the community. FEMA is willing to buy some

eligible property, finding it cheaper in the long run than paying repeated federal flood insurance claims, DeCarlo explained.

Robert Rippelmeyer, chairman of the county's Board of Commissioners, said the decision will be left up to the people affected.

The planning commission voted Thursday night to endorse building a whole new town, given the name "Valleyview" for purposes of discussion.

With 300 residential and 20 commercial sites arranged on a grid around a town square, it would cost \$16.2 million for streets, sewers, water lines and public buildings, or \$9.5 million if no new school were included, planners were told.

The estimates were made for Monroe County by the Southwestern Illinois Metropolitan and Regional Planning Commission, based in Collinsville, Ill.

Its director of planning, George Andrea, said, "When people ask, 'What are my options?' we can show them what the options are." His mother is among those displaced by the flood.

Valmeyer, about 20 miles south of St. Louis, is considered unique because of severe damage to almost every building when water poured over two levees Aug. 2 and created a swift alternate channel to the Mississippi right through the middle of town. Water flowed at ceiling level.

Officials have estimated that 2,600 people were displaced in Monroe County, from 350 homes in Valmeyer, 50 in the town of Fulton and 250 in unincorporated areas. Damage was tentatively put at \$130 million.

Valmeyer Mayor Dennis Knobloch could not be reached to comment

Friday. He previously said about one-fourth of the residents indicated a desire for buyouts.

Rippelmeyer said his sense is that the town's sentiments may be split about evenly.

Other options considered by the planners were rebuilding everything in place, selective rebuilding with some federal buyouts, selective rebuilding with some buyouts and partial relocation of the town, and a complete return of the area to open flood plain.

Village and county officials will meet with Valmeyer residents about it at 7:30 p.m. Wednesday at the Turner Hall, 211 East Cherry Street in Columbia.

A second meeting for residents of the flooded unincorporated area of Monroe County, will be at the same time and place Thursday.

Inspectors Feel Pain When They Bear Bad News

By Virgil Tipton
Of the Post-Dispatch Staff

Dave Hammond averted his eyes from the dolls and baseball cards scattered over the cracked mud that once was the front yard at 1120 Saale Road.

He stepped past a box full of Barbie cards and past a spillage of kids' 45 rpm records, past a muddy sofa and a mud-caked Cabbage Patch Kid, past hundreds of baseball cards strewn in ruins and a warped photograph of three children in their bedclothes — past a family's dreams and memories that the flood had turned to junk.

Hammond, a building inspector, and his partner, John Cordle, were there to do a strange, hard job in a strange, hard time.

They would decide if the flood had damaged the home in northern St. Charles County badly enough that it should be condemned. The home was the first stop one day last week, one inspection in a series of inspections that will take weeks.

"I really try not to look at the personal belongings," said Hammond as he attached papers to a clipboard.

"That can be kind of traumatic," said Cordle.

Hammond and Cordle, walked inside, the wet, muddy carpet making aquarium noises under their boots.

The house was a wreck. River water had climbed to the ceiling and had soaked every inch of wall, floor and cabinet. Water had broken every window but one and had burst through a wall. A breeze from the dank lagoon of the back yard flowed through the house, where the wall was gone. Drapes wilted out of a broken window.

The two stepped outside and Hammond scanned notes on his clipboard.

"You got your calculator?" he said.

"Absolutely," Cordle said.

The inspectors calculated that repairs would cost 68 percent of the home's market value. That meant it

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would be condemned, at least for now. Absent a successful appeal, the owners would have to elevate the home several feet — or demolish it.

Cordle fished a red sticker from the Jeep Cherokee and peeled away its backing. His hand wiped dirt off a window and smoothed the red sticker on, officially condemning the home. Wind blew a panel of aluminum siding against the carcass of a mobile home next door, making a lonely sound, a slow clank clank clank.

□

Hammond, 38, normally works as the building commissioner in St. Peters. County officials called on him last month to set up a team of inspectors to study flood-damaged homes. He hired two dozen people, including building inspectors and secretaries.

Hammond, a fan of rugby, of his wife's Italian cooking and of his two kids, is blessed with an open, disarming face. Perhaps because of this job, something sad lingers in his green eyes. He makes no secret of the fact that he's ready for the job to end.

"They can count me out of the next flood," Hammond said. "I'm going on vacation. I don't want to go through this twice in a lifetime."

Cordle, 51, is a building facilities manager laid off by McDonnell Douglas Corp. He's stocky, with a serious expression and a soft voice. His sympathy for the victims has made him feel murderous toward looters who would defile flood-damaged homes.

Cordle, Hammond, the 18 other inspectors in St. Charles County, the half dozen in St. Louis, the half dozen in St. Louis County and the one in Monroe County are doing more than merely inspecting. Essentially, they are deciding whether people can keep their homes.

Their mission comes from the federal government. Under rules of the Federal Emergency Management Agency, counties and cities must calculate how much damage the flood caused to buildings in the flood plain.

Until last week, this was the guideline in Missouri: If the damage was greater than 50 percent of the market value of the home, the owners must demolish the home or raise it one foot above the 100-year flood level. In Illinois, the key figure was 50 percent of the replacement value of the building.

On Thursday, the federal agency shifted slightly, allowing every jurisdiction to use the replacement value. In cities and counties where the government adopted the new rule, more people could stay in the flood plain because the replacement value is virtually always higher than market value. By Friday, St. Charles County officials had yet to decide whether to adopt the more lenient rule.

If a city or county fails to condemn the homes under one or the other set of FEMA rules, the federal government can prevent residents there from buying cheap government-guaranteed flood insurance — which nine out of 10 homeowners don't buy anyway.

By midweek last week, inspectors in St. Charles County had looked at more than 900 homes, with 3,100 to go.

□

Under a stone-gray sky, Hammond and Cordle started the day in a gray mood. The night before, a television reporter had described the county's condemnation sticker as the kiss of death. The inspectors were annoyed be-

FLOOD DAMAGE INSPECTIONS

	Damaged Houses	Inspected To Date	Condemned
In Missouri:			
St. Louis	381	180	47
St. Louis County	676	535	98
St. Charles County	4,000	958	403
In Illinois:			
Monroe County	665	12	1
Madison County	50	0	0

Source: County and city building departments.

cause the description was more lurid than precise: Even after the sticker's on, a homeowner can appeal.

This much is true: The sticker pains homeowners beyond words.

On the way to the first inspection, Hammond steered the Jeep over rutted roads, through wheel-deep water and past the debris of the flood — refrigerators, propane tanks, mounds of mud, tires, sandbags, smashed cars, lost roofs and walls, stripped trees.

Hammond recalled an inspection the day before, when a homeowner watched as Hammond and Cordle toured their home. The news was bad: Hammond had to condemn the house.

"I said, 'Would you like me to wait until you leave before I put this sticker up?'" Hammond said. "She said no. And then she caught a glimpse of the sticker, and her eyes started tearing up. And mine started tearing up."

"I said, 'I'm not putting this sticker up until you leave.' Because if she'd started bawling . . ."

Cordle finished the sentence: "We all would have started bawling."

After condemning the first house, Hammond and Cordle walked a few steps to the mobile home next door. It, too, was clearly beyond reviving. The home's back was broken, its ribs exposed.

Hammond recorded the building as 100 percent damaged.

Meanwhile, Cordle inspected a crumpled machine shed nearby, its parts groaning in the wind.

"John?" Hammond called, a few paces away from the building. "Where are you?"

Cordle acknowledged the call from inside.

"Come on out of there, John," Hammond said, without stepping closer. "We don't want to be in this building in this wind."

Cordle left the building. Sometimes inspectors can get so wrapped up in their work that they forget about safety, Cordle said. That's why the inspectors work in pairs.

They have another reason: firearms.

With their homes at stake and emotions taut, some residents are loath to welcome the inspectors.

A couple of weeks ago, a farmer met two inspectors with a shotgun in his arms. The inspectors left.

Across the street, Gary Payeur greeted Cordle and Hammond as a terminally ill patient would greet a doctor — with uncertainty but not hostility. Floodwater had soaked his father's house, and he wanted to hear the diagnosis.

"He wants to rebuild it," said Payeur, a slender man in a camouflage shirt. "If they don't condemn it."

His hands jammed into the pockets of his jeans, his elbows tight against his torso, Payeur watched the inspectors work. "It looks like the porch might have settled," he said between silences to a friend, Jerry Green.

Payeur kept his eyes on the clipboard as the inspectors totaled their figures.

"How bad's the damage?" he asked.

"It's over 50 percent," Hammond said.

"Is it?" said Payeur.

"It's 87 percent."

"Shuuuuuuu."

As they left, Hammond and Cordle mentioned that

Payeur and Green had been ple... like most homeowners they meet. One couple in West Alton was so happy Hammond would allow them to repair their home that they invited him for Thanksgiving dinner.

"It's best to get out here and get these done as quickly as possible so these people know where they stand," Hammond said. "That uncertainty has got to be stressful."

□
Cordle was the first to walk into the next house.

"It's sick," he said as he stepped into the muddy basement. "Be careful."

This house had been built on a mound of dirt, lifted a few feet above the surrounding ground. Floodwater still had reached six feet up the walls, peeling wallpaper, warping floors and leaving indistinguishable tangles of cans, pipes, wood and mud throughout. Mud surrounded an American flag and lined the bathtub; a ruined guitar stood nearby.

Despite the interior damage, the home's structure was intact. That's why the inspectors surprised themselves when the estimate of repairs reached 94 percent of the home's value, meaning they had to condemn it.

Hammond thought the county had appraised the home too low. If the owner could convince the county the home was worth more, the condemnation order might be lifted.

Hammond wanted to explain that to the owner, to give her some hope along with the raw red of the sticker. So after Cordle had applied the red sticker, the two waited next to their Jeep.

"I wish she'd come back," Hammond said. He nodded toward a mud-rimmed pair of white flats. "Her shoes are still here."

Five more minutes and still no owner.

"Hell, John," Hammond said. "I think I'm going to pull the sticker off this one."

He peeled away even the smallest scrap.

Two days later, the owner showed Hammond an appraisal saying that the house was worth twice the county's estimate. That put the repairs under the 50 percent level, allowing Hammond to apply a white sticker saying the home was damaged but repairable.

Cordle and Hammond had been dreading the last stop of the day, a home on Orchard Lane near W Alton. The night before, the owner had argued with Hammond on the phone. He had compared the inspectors to the Gestapo.

Cordle and Hammond worried how the owner would react if they had to condemn his two-story house.

When they pulled in the driveway, Cordle and Hammond saw what looked like serious damage. Floodwater had peeled siding off one wall, toppled the roof over the porch and dropped a slab of bricks from the front. The bricks remained connected, like a big wall of Legos.

The owner, Don Cruzen, pulled up in a Dodge pickup. His voice flat, he said, "You guys need to see the inside." It sounded like a challenge.

Cruzen led Cordle and Hammond on a tour. On the first floor, mud sucked at their boots and exuded an odor of sewage. The second-floor damage was minimal: Water had soaked the carpet and fostered mildew.

Cruzen is a former Air Force crew chief who wears a paratrooper tattoo and a bristle of a mustache. He and his family dislike their new quarters in his flooring shop in north St. Louis County. Cruzen explained he had begun repairing the house; he already had a drywall estimate.

The inspectors studied the outside, taking notes.

"Got your calculator with you?" Hammond asked.

"Absolutely," Cordle said.

Cruzen stepped away, walked back. His eyes wandered to the pair of dead pin oaks in his front yard — scoured clear of grass — and to the ruined farm field nearby, where egrets waded.

"This is going to be a scarred area for 20 years," Cruzen mused.

Hammond delivered the report: "You're under 50 percent of damage; so you can rebuild the house."

"Can I do some of it myself?" Cruzen asked.

"You can do all of it yourself, sir."

The news transformed Cruzen. Humor flowed into his eyes, and he leaned against the tire of a 70' Row Crop tractor and talked about how he used to race cars.

"If I seemed a little cross last night, I apologize," Cruzen said as the inspectors prepared to leave. "This thing is about to get on my nerves. I guess you can understand that."

"Absolutely," Cordle said immediately. He stepped forward and shook Cruzen's hand.

"Hang in there," he said.

Army Corps Rushing To Rebuild Levees

Agency Proceeds Despite Memo On Alternatives

By Tom Uhlenbrock
Of the Post-Dispatch Staff

While the debate goes on in Washington over the wisdom of holding rivers back from their natural flood plains, the Army Corps of Engineers is moving quickly to rebuild its broken agricultural levees.

And with that promise in hand, farmers are making plans to return to their flood-ravaged bottom lands.

The corps announced last week that it has opened bids, and has apparent low bidders, to repair levee breaks at Harrisonville and at Prairie du Rocher in Illinois.

The corps also says it will repair the federal levee that surrounds Kaskaskia Island.

That levee was topped in 1973 and broke this year. Each time, the community was wiped out.

The federal government will pay nearly 100 percent of the costs of repairing those breaks.

The repairs are being done despite a memo from the Clinton administration, and the urging of environmentalists, that alternatives to levees be considered.

The corps is legally bound to repair federal levees, but the memo directs

it to "insure the proper consideration of relevant options for repair" and give other federal, state and local agencies "an opportunity to allow consideration of alternatives."

Asked about the memo, Chuck Franco, spokesman for the corps' St. Louis District, replied: "Yes, I also have noticed that Washington is promulgating guidance while we are attempting to do work in the field, and it's a very, very fast-moving train."

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Franco said rebuilding the levees now does not rule out changes in the levee system later.

"We wanted to act expeditiously so we could give the locals some level of protection during the next high-water season," he said.

"Then we will await to see if Congress chooses to address the issue of a study where all the alternatives of flood protection are considered to preserve the environment and allow the river to act naturally."

Closing The Breaches

The corps' Rock Island office is following the same policy on the Upper Mississippi, said spokesman Terry Stieger. The corps will restore levees to their pre-flood strength if the local sponsor — usually a levee district made up of farmers — makes that request. The local sponsor, however, can ask for an alternative.

"If they want to do something else, then the corps is out of it," Stieger said. "But we are progressing in an accelerated time frame to get these breaches closed."

The corps' Kansas City District, which manages the Missouri River, said the flood did major damage to seven of 22 federal levees on that river. Spokesman Henry Munoz said those levees will be built to pre-flood conditions if the local sponsor makes that request.

In that process, other federal agencies may suggest alternatives to the local sponsor. "It's strictly a voluntary type situation on the part of the sponsor," Munoz said. "They tell us and we stop, but they have to tell us."

Although the Monarch levee in Chesterfield is not a federal levee, Munoz said the corps will repair it to pre-flood condition under the emergency flood bill.

What About Alternatives?

Steve McIntosh, of the Missouri Department of Natural Resources, represented the state Wednesday at a meeting of the Upper Mississippi Basin Association in Wisconsin. He joined with officials from other river states in pressing for alternatives to rebuilding levees, which many argue create higher flood levels elsewhere.

When asked about the corps' policy of rebuilding, McIntosh said, "Once the levees are put back into place, it's unlikely they will be taken down — unless we have another flood of equal or greater magnitude."

"Where we see levees substantially damaged, they ought to be rethought so we don't encourage development of the flood plain," he said. "Building large levees to keep the water out causes problems for the neighbors on the other side of the river."

Tim Searchinger, a wetlands expert with the Environmental Defense Fund, also attended the meeting in Wisconsin. He blamed both the corps and the administration for the rush to rebuild.

"The corps is really not that interested in looking at alternatives," he said. "The White House may say one thing, but what happens on the ground level is not always the same thing."

"Secondly, the White House has not yet put together the package of alternatives that will assure communities of two options: One is the levee and the other is appropriate compensation for doing something else."

The Department of Agriculture has its own pot of money to rebuild damaged levees and — like its federal partner, the corps — already has started work.

The Soil Conservation Service, within the Agriculture Department, is letting contracts to rebuild some of the 400 or so damaged agriculture levees along the tributaries of the Missouri River.

The aftermath of the flood of 1993 is no time to reconsider management of the flood plain, says Mike Wells of the Soil Conservation Service.

"This flood was ridge to ridge," he said. "There was not enough sponge to keep St. Louis from being flooded, no matter how many levees there are. This particular flood is not a good engineering example to use in designing a floodway system. This discussion is for after the flood, not when we have emergency decisions."

A Farmer Plans To Return

The decision to rebuild the levees is encouraging farmers like Gilbert "Gib" Dinan to return to business as usual despite the possibility of a repeat of this year's devastating losses in future floods.

Dinan, 56, farms 450 acres he leases on the flood plain near Prairie du Rocher. The flood inundated his crops, outbuildings and home, but he is planning to rebuild and replant — based on a return of the levee.

"We haven't gotten rich, but we've made a living for 33 years on that place," said Dinan. "At my age, what else am I going to do?"

Dinan is one of three levee commissioners for Randolph County. He said the bottom lands had been wetlands until the corps channelized the Mississippi for commercial barge traffic decades ago.

"Before the corps put all that rock in the river, it meandered and went through all these lowlands," he said. "The rock dikes and pilings dried it up, and they began farming it — and dug all these ditches to keep it drained."

In 1947-48, the government built the levee that broke Aug. 1. It extends more than 30 miles from Columbia to Prairie du Rocher.

Ignoring Mom's Advice

The levee district blew a hole in a levee protecting Prairie du Rocher, causing the water to drain back into the Mississippi. That spared most of the town's residences, the church, the school and many of the historic buildings.

Even so, the river covered some 80 farms on the north side of the levee as it filled in the bottom lands, including Dinan's spread on Goose Lake Road.

Dinan and his wife, Jeanelle, are staying at a farm owned by his mother on the bluffs overlooking Prairie du Rocher, waiting for the water to recede.

Dinan's mother, Hilda Dinan, 76, is advising him to look elsewhere. "What are they going to do, rebuild in time for the next flood?" she asked.

Dinan, however, said the brick-and-stone ranch house he built in 1966 has survived structurally. He estimated interior damage at \$25,000, which would not qualify him for a federal buyout. He has no flood insurance.

"I guess if they came along with enough money, I'd sell," he said. "But they're not going to come close."

Many Houses 'Totally Wrecked'

Still, most of the other 80 homes on the flooded bottom lands could be candidates for buyouts, Dinan said.

"I doubt if there's 10 that can be repaired," he said. "There's so many houses that are totally wrecked — moved off their foundations, walls knocked out."

"If FEMA has its way, they're not going to let them go back. They want the people away from the water. Maybe it's not wrong."

Dinan said he has heard the argument that the government should buy flood-prone bottom lands and use them as floodways. That could put Dinan — and about half of the area's farmers — out of business because they lease their land and would not benefit from any buyout.

Dinan owns only the land his house is on, not farmland. He said many of the absentee landlords own the damaged farmhouses and plan to raze them.

But he said the corps' commitment to rebuild the levee system — and bear the cost — apparently means the bottom lands will stay in agriculture.

"The first time the corps talked to us about rebuilding the levee, they talked about matching funds, but not anymore," he said. "I sighed a sigh of relief. If they're talking \$5 million to repair, we would have had to put up 20 percent."

Although he had his wheat harvested, Dinan said the flood took his soybean and milo crops, a loss of up to \$90,000 uncovered by insurance. If the levee goes back in, he said he could have a crop planted by next spring.

Asked if he feared losing again to the Mississippi, Dinan answered: "If they put the levee back like they say they will to the designed height, I'm not too worried this will happen again, in my lifetime at least. But 30, 40 years down the road..."

Public Or Private? Adjusters Square Off Over Jobs

By Jim Gallagher
Of the Post-Dispatch Staff

BP 13

Herb Gibler's town floods so often that people live 12 feet off the ground.

Living rooms, kitchens and bedrooms are mostly on the second floor. The first floors are tall stilts or high concrete basements.

His Holiday Harbor subdivision in St. Charles County sits right on the Mississippi River with no levee to protect it. It's been flooded at least seven times in the last 14 years. It went under water in April, popped up briefly, went under again in July and it's still wet.

With all that experience, Gibler says he knows something about the National Flood Insurance Program. His advice: don't trust it.

Gibler says he learned that in the flood of 1979. "They offered me \$125 to clear all the mud and the snakes and the frogs out of my basement," said Gibler. "We're talking about 4 inches of mud, dead fish, salamanders."

Gibler hired a "public adjuster" to assess damage and put his case before an insurance company. He got a \$1,500 settlement.

Ever since, Gibler's been using public adjusters for flood claims. In 1988, after an 11-month battle, he took home a \$15,000 settlement. That was about \$7,000 more than the insurance program originally offered, he said.

He's hired the same adjuster, Joe Caulfield, for the current flood.

Insurance companies hate public adjusters, sometimes portraying them as rip-off artists.

They question whether public adjusters are worth their fee — generally 10 percent of the settlement.

A public adjuster is sometimes "a leech," said Joe Brewer, an adjuster for State Farm Insurance. A company adjuster does the same job for free, he said.

Public adjusters say equally unkind things about company adjusters.

Caulfield, president of Missouri Association of Public Insurance Adjusters, says policyholders are "getting blatantly ripped off" by company adjusters. The adjusters deliberately

underestimate claims and settle for shoddy repair work in order to save insurance companies money, says Caulfield.

Public adjusters have to pass a test and be licensed in Missouri and Illinois. But the Missouri law has a loophole: licensees aren't required for adjusting flood damage.

Prompted by horror stories from other states, Gov. Mel Carnahan last month ordered everyone adjusting flood damage to register with the state. Flood adjusters have to appear and prove their identity, then receive a registration card.

The rule is designed to weed out shysters who use false names, then disappear with a client's money. But Missouri doesn't require

The public adjuster's biggest asset is a knowledge of policies and what they cover.

public flood adjusters to pass a test to show they know what they're doing.

The governor's emergency order also forbids an adjuster from charging more than a 10 percent commission in Missouri. And it bans them from requiring a fee in advance.

Missouri Insurance Department officials recommend that flood policy holders ask to see an adjuster's registration card.

Flood insurance is a federal program. Although many private companies market the insurance, the money comes through Uncle Sam.

The flood insurance program hires insurance companies and independent adjusters to assess the claims. The program pays adjusters on a sliding scale, and adjusters get more money for settling bigger claims than for smaller ones.

That should make adjusters partial to policyholders, but Caulfield argues that it doesn't. Instead, he says, they unfairly hold claims down in order to curry favor with the program.

As a result, says Caulfield, policyholders end up hiring third-rate contractors who cut corners on repair jobs.

Baloney, reply the opponent adjusters.

State Farm, Missouri's biggest marketer of homeowners insurance, says it would be foolish

to cheat flood victims. Customers would get angry and the company's reputation would suffer.

"We're not out there to lose customers," said Larry Paglia, a State Farm claims supervisor.

Not all public adjusters are as down on their company counterparts. Public Adjuster Dan Rudman thinks company adjusters try to do a fair job, but have too many claims to handle. They rely too much on homeowners to describe what they've lost and homeowners miss things.

"The company adjusters aren't cheating. They're working with blinders on," Rudman said.

The public adjuster's biggest asset is a knowledge of insurance policies and what they cover, and experience in assessing damages. Much of damage assessment is subjective.

Are public adjusters worth the money? The answer from outside experts comes down to this: sometimes.

"It's not a stupid thing to do if you have a big loss. If you get the right person they can be a big help," said Carol R. Caruthers, a personal finance partner at the Price Waterhouse accounting and consulting firm.

Before calling a public adjuster, check the maximum coverage on your insurance policy. Many flood victims had only limited coverage and the damage to their homes is obviously well over the maximum. In that case, hiring a private adjuster probably wouldn't make sense.

Makeshift School Now Heart Of Valmeyer

It's Brought Together Students, Flood-Ousted Residents

By Christine Bertelson
Of the Post-Dispatch Staff

- Anita Meurtz is no pussyfoot.

So Wednesday, the first day her fourth-grade pupils set foot in their new classroom on the Monroe County fairgrounds, she asked The Question:

"What did YOU do during the flood?"

- All hands up.

"I sandbagged the levee," said one youngster.

Instantly the ball was rolling, unstoppable as the Mississippi River, which put nearly all of Valmeyer's 900 residents — nearly half of them children — out of their homes on Aug. 2.

"When my parents were working on the levee, I made lunch for them."

"I helped move stuff into our FEMA trailer."

"I had to help Dad load the cows and pigs into the truck."

"We have 17 other people's animals at our house."

"I moved machinery at my grandpa's farm."

Their town is no longer a town and may never be again. But students of Valmeyer are back in school this week, only two weeks late.

School for the district's 550 kindergarten through 12-grade students is three modular buildings on the county fairgrounds, about 6 miles east of Valmeyer.

The old school is ankle-deep in the mud left behind by 14 feet of river water.

Buses ran extra miles to pick up students scattered all over Monroe and Randolph counties.

Most are living with relatives or in apartments, hotels and even campers.

Their parents will soon decide whether to move the town up on the bluff — 400 feet above the flood plain — or rebuild where Valmeyer was or disband. In the meantime, the school has become the focus of the community.

Every day for the last two weeks, dozens of parents and children showed up at the fair-

grounds with power tools, bare hands and hearts afire.

They dug post holes and poured concrete footings to tether the modular school buildings.

They unloaded books and microscopes and softballs, hurriedly packed into school buses and shuttled out ahead of the floodwater.

They sorted school supplies and brought lunch.

Student council president Neil Giffhorn, 17, carried rusting music stands, computers and science equipment out of the old school. Fourteen feet of river water destroyed Giffhorn's house, at the north end of Valmeyer. His family moved into a condominium this week.

"This is better than nothing," Giffhorn said Tuesday as he stood in the office of Valmeyer junior and senior high principal Jim Pflasterer. "I wouldn't want to graduate from any other school. I've been at Valmeyer since I was in kindergarten."

The hallways in the new school are crowded with dented cardboard boxes and trash.

There is a cafeteria building, but no oven. Until the toilets are hooked up, a line of portable ones in front of the school must do.

There is no gymnasium, and basketball and volleyball practice may be scheduled at odd hours on arch-rival turf — nearby Waterloo High School.

But in most ways, reassuring ways, the first day of school was the first day of school.

A clutch of high school girls wanted to sneak a smoke in the portable bathrooms.

The jocks gathered around new

coach Pat Jenske to chew an ancient rag: sports vs. studies.

Dianna Killingworth, resplendent in Barney shirt, shorts, backpack and shoes, cried in her mother's arms at the kindergarten door. Josh Klinkhardt, 6, flatly refused to go inside Donna Mueller's first-grade classroom, going so far as to suggest she "throw his desk away."

Business as usual for pros like Mueller, Meurtz and Sharon Sparwasser. Sparwasser used the flood as a vocabulary exercise for her third-graders. This week's new words: breach, levee, FEMA.

A few teachers put on boots and took a slog through their old classrooms this week. For music teacher Ruth Ann Korwel, the visit was like waking from a bad dream into a nightmare.

"Until I went down there, I thought we'd be back in the school," said Korwel. "After yesterday, I

don't think so."

The old school is never far from anyone's mind. That includes 11-year-old Stefanie Johnson's. Stefanie stood in line at the fairgrounds pavilion, waiting to load up on school supplies donated by strangers in Indianapolis.

She stuffed her hand into the pocket of her red sateen jacket and pulled out a handful of tawny gravel.

"Hey," Stefanie said, opening her palm as if there were rubies there. "It's rocks from our old school playground! I remember their color."

Then she closed her fist, and put them back in her pocket.

A Barn On Stilts? Farmers Unamused

FEMA Urged To Relax Rules On Rebuilding

By Theresa Tighe
Of the Post-Dispatch Staff

If officials follow the law, some Midwestern farmers would have to rebuild barns destroyed by the Flood of '93 by putting them on stilts or earthen mounds 15 feet or higher.

Could a farmer use a building that high?

Not possible, says Steve Lauer, director of planning and zoning in St. Charles County.

Some government officials realize the rule is unworkable and are trying to change the law.

Meanwhile, farmers can get variances.

Still, some farmers say the rule is a perfect example of government officials regulating an industry and an area — farming and the flood plain — that they don't understand.

William Kriesmann of St. Charles County said: "These farmers aren't a bunch of idiots. They elevate structures on their own. When the rivers rise, you see them driving tractors and combines to a high piece of ground."

Kriesmann sells barns and builds the earthen rises on which many outbuildings stand in the flood plain.

The rule in question requires owners to level any building that incurred more than 50 percent damage in the flood or to rebuild it above the 100-year-flood level.

The rule's intent is to keep taxpayers from paying to repair the same flood-damaged buildings year after year, said Ron McCabe, an official with the Federal Emergency Management Agency. McCabe's jurisdiction includes St. Charles County.

"We aren't in the business of running farmers out," McCabe said. "We are trying to work with the farmers."

McCabe said he is trying to revise the rule and allow a county official to approve building barns and other agricultural buildings on level ground. Now a farmer must go to a hearing and prove a hardship.

The change would include some conditions. For example:

- The building would have to be no larger than 6,000 square feet.

- The new barn would have to be a pole barn, built by attaching steel sheets to sturdy wooden poles.

- When the river rises, it would have to be able to flow through the barn.

- Utilities would have to be installed above the 100-foot-flood level.

Mike Robinson, a FEMA official in Washington, said the process used to revise rules takes at least a year. "We are aware of the problem," he said. "But we haven't made a decision yet."

Help Restores Family's Faith

Friends, Strangers Scurry To Rescue After Flood Havoc

By Roy Malone
Of the Post-Dispatch Staff

As Ray Cagle and his wife, Pat, watched volunteers rebuild their flood-damaged home in Kimmswick, they got something else restored, too — faith in people.

Last month, a Post-Dispatch story told of the Cagles' plight: Kimmswick officials had sacrificed the Cagle house when they built a levee.

Authorities left the house on the flooded side of the earthen levee that was built along Mill Street to save tourist shops and restored buildings in the small historic town on the Mississippi River.

The Cagles tried to protect their home with a sandbag wall. But the swollen river inundated the house on July 21. The couple had to take their son, Jody, 18, who is bedridden with cerebral palsy, to their daughter's house.

Pat Cagle, 65, lost 15 pounds and was hospitalized suffering from stress for two weeks. The decision to forsake the home angered Ray, 69, who had been the town's mayor in the 1950s.

But Mayor Martha Patterson said the city was following the Army Corps of Engineers' recommendation for a levee location, to save the majority of the community.

Now, family, friends and strangers — some from as far as Texas and California — have helped the Cagles. The couple had no flood insurance. They live on his Social Security. Supporters set up a relief fund at Farmers Bank in Imperial. More help came from the Salvation Army and Federal Emergency Management Agency, among others.

Three retired couples who like to vacation in their travel trailers offered help for rebuilding. An acquaintance in Barnhart put them in touch with state Rep. Jon Selsor, R-Kimmswick. He immediately referred them to the Cagles.

Two of the couples arrived from Jefferson, Texas, and the third came from Bakersfield, Calif. They raised donations in Jefferson and came this week with two trailers and a truckload of supplies and equipment.

Selsor, who is experienced in construction, is directing the effort to gut the Cagles' house, lift it about a foot and install a more sturdy foundation wall.

Ray Cagle said: "It's like the olden days when people helped one another."

The volunteers, who may stay as long as five weeks, are Joe and Mildred Mikes of Bakersfield; Gary and Sandra Dinsmore,

Family, friends and strangers — some from as far as Texas and California — have helped the Cagles.

and Ruel and Puddy Young, all of Jefferson; and Jim Lohman, also of Jefferson, who shut down his auto-repair and body shop to join the work.

The spirit became contagious. The Blue Owl Restaurant and Bakery, across the street from the Cagles' house, offered the workers free meals. Owner Mary Hostetter said a fund-raising event for the Cagles would be held the evening of Oct. 2, when visitors can buy tickets at the restaurant and sample the desserts.

Carnahan To Drop Push For Bond Issue

Missouri Special Session Deals With Flood Costs

By Virginia Young

Post-Dispatch Jefferson City Bureau

JEFFERSON CITY — Gov. Mel Carnahan is expected to drop his request for a \$50 million bond issue when legislators convene today for a special session on flood costs.

Carnahan had sought the bonds to build a women's prison in the St. Louis area to replace Renz Correctional Center, which the Missouri River devastated.

But a dispute about how to handle prison overcrowding threatened to derail the bond issue. Several senators are pushing for the state to buy the defunct Tarkio College in far northwestern Missouri and turn it into a prison.

Marc Farinella, Carnahan's chief of staff, said Tuesday that the governor probably would drop the bond issue and instead ask legislators for about \$4 million to develop plans for more prison space.

That would allow time to study all the options, including Tarkio, Farinella said. Bond authorization to build a prison could be sought next year, he said.

Carnahan will lay out his ideas when he addresses the General Assembly at 2 p.m. today. He will propose no tax increase to pay for flood costs. The state would use reserve funds to pay the bill, estimated at \$27 million to \$31 million.

That doesn't include state highway repairs, which are estimated to cost \$90 million. The federal government will pay all but about \$8 million of that, Farinella said. State gasoline taxes will finance the state's share.

"We do not feel this \$8 million gap justifies a tax increase or acceleration" of the gas tax slated to take effect next spring, Farinella said.

With no tax increase and no prison

bonds, Carnahan's proposals seem unlikely to unleash heated opposition or partisan bickering. Senate Minority Leader Franc Flotron, R-Creve Coeur, said he sensed a spirit of cooperation among legislators.

The governor hopes legislators wrap up the session in two weeks. Carnahan plans to leave the first week of October for a trade mission to China, but the trip could be postponed if legislators are still meeting, Farinella said.

Carnahan wants the Legislature to ask voters to approve a constitutional amendment that would consolidate two reserve funds and give the state more flexibility to use the funds during disasters.

The state's flood costs are tough to estimate, because no one knows whether the federal government will pay 75 percent or 90 percent of the bill for flood-fighting and repair of public facilities.

The federal government's share goes to 90 percent when the costs reach \$64 a person. At last tally, damages in Missouri were \$57 a person, and climbing.

"We think we're going to qualify, but we have to plan as if we're not," said Chris Sifford, the governor's spokesman.

Sen. Steve Danner, D-Kirkville, wants the state to use \$5 million in federal disaster aid to buy the Tarkio campus and make it secure for prisoners.

MetroLink supporters have lobbied to include funding for the light-rail system in the special session, and Farinella said the issue could come up. He said Carnahan is weighing the options, including letting St. Louis and St. Louis County voters tax themselves to fund the system.

Flood Tab Rises By \$5 Billion

Rivers' Damage Still Second To Andrew's

By Robert L. Koenig **A1**

Post-Dispatch Washington Bureau

WASHINGTON — The Flood of '93 ranks as the second most destructive weather disaster in U.S. history, causing damage estimated at \$15 billion to \$20 billion in the Midwest, officials said Tuesday.

Even though damage estimates have been rising as the water recedes, National Weather Service Director Elbert W. Friday Jr. said the flood was unlikely to overtake Hurricane Andrew's record for damage.

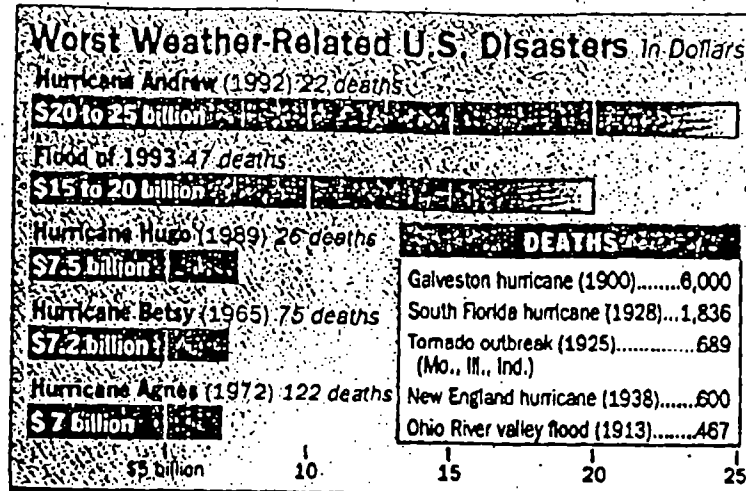
The devastating hurricane last year, the nation's most destructive weather-related disaster, caused \$20 billion to \$25 billion in damage in Florida and other coastal states.

Friday said weather service experts with input from state and federal agencies made the new estimate of this year's flood damage in the Midwest, which is about \$5 billion higher than earlier estimates.

"The upper Mississippi River basin flood this year is now the record flood; in terms of damage," Friday told a House Science and Technology subcommittee. "Every major river in Iowa and Missouri was in a stage of either record or major flooding."

The previous flood-damage record — about \$7 billion — was set by floods in the East related to Hurricane Agnes in 1972.

At the hearing, Friday said the weather service had been hampered in its Midwest flood forecasts by broken river gauges and



an outmoded computer program that was unable to take levee breaks into account. But he said the agency was planning to improve its flood forecasting.

In other flood-related developments Tuesday:

■ The Senate blocked an effort by Sen. Paul Simon, D-Ill., to allow the Army Corps of Engineers to pay all costs of repairing nonfederal levees damaged by the flood. That would amount to tens of millions of dollars.

In a 63-34 vote, the Senate killed Simon's effort to attach the levee provision to the defense bill. But Simon vowed to continue his efforts to increase the federal commitment to repairing levees. Simon said he feared that local levee districts would be unable to finance reconstruction and would leave land vulnerable to flooding.

All senators from Missouri, Illinois and Iowa backed Simon's amendment.

Local levee districts that qualify for corps aid now pay 20 percent of repair costs. Sen. Max Baucus, D-Mont., chairman of the Environment and Public Works Committee, said he opposed Simon's levee proposal because it would "weaken the foundation of the corps' policy on cost sharing."

In a Senate statement, Baucus pledged to hold an oversight hearing this fall "on the corps' response to the flooding in the Midwest, and [its] overall policy on flood protection." In particular, he said he wanted to examine "the wisdom of the levee construction on the upper Mississippi."

■ Federal disaster officials told a Senate panel that the National Flood Insurance Program lacked the cash on hand to pay all of the claims expected from this summer's flooding.

But Donald Collins, acting director of the Federal Insurance Administration, said the flood insurance program would not have to borrow taxpayer dollars to pay Midwestern victims unless a cata-

strophic hurricane hits in the next few months.

Premium payments of about \$55 million a month should cover all of the Midwest flood claims, Collins said after a brief hearing before the Senate Banking Committee.

But a new study released at the committee hearing questioned that projection. The report, by the General Accounting Office, said bookkeeping practices in the flood insurance program were so poor that no one knew precisely how much money the insurance fund had.

The Federal Insurance Administration, which oversees the flood insurance program, "cannot verify that the balance it maintains is accurate," the report says.

The flood insurance program has a \$1 billion line of credit with the Treasury. But it has not had to borrow from taxpayer dollars since 1986 because premiums from homeowners and businesses have covered losses.

Kathleen Best of the Post-Dispatch Washington Bureau provided some information for this report.

Tom Borgman/Post-Dispatch

Senators Seek To Plug Flood Insurance Holes

4 Million Homes Do Not Have
Coverage, Federal Official Says

By Kathleen Best

Post-Dispatch Washington Bureau

WASHINGTON — The swollen rivers that scoured holes in levees also exposed holes in the National Flood Insurance Program, designed to protect homeowners and small businesses in flood-prone areas.

In a hearing Tuesday, Donald Collins, acting director of the Federal Insurance Administration, told senators that:

- As many as 4 million homes that sit in 100-year flood plains nationwide do not carry flood insurance, even though they carry mortgages that should require the coverage.

- In the Midwest, 40 percent of the buildings that were flooded this summer lay outside the 100-year flood plain, places that are subject to 100-year floods. As a result, they were not required to carry flood insurance, which would have been available for premiums of as little as \$75 annually.

- Banks and other lenders charged with assuring that people buy flood insurance are not doing so, in part because they think the program "is a pain in the neck."

Collins made his remarks to the Senate Banking Committee's subcommittee on housing, which is considering legislation designed to plug some of those holes.

"Obviously, any changes in a program such as this will be controversial," said Sen. John Kerry, D-Mass., sponsor of the legislation. "But that is no excuse for Congress to not act."

"Massive summer flooding of the Mississippi

and Missouri rivers has left the flood insurance fund with a current deficit of at least \$35 million, threatening to increase the federal budget deficit and putting the taxpayers at risk."

The flood insurance program was created 25 years ago to provide federal insurance that was no longer available from private companies. In return for insurance coverage, local governments were supposed to enact ordinances limiting development in the flood plain and encouraging people to move out. But a series of witnesses told the committee Tuesday that the program had not worked. Development has continued in the flood plains, people have not bought insurance and a serious storm this fall could force the insurance fund to tap into taxpayer dollars.

In Missouri alone, as many as 15,000 homes were severely damaged or destroyed by the Flood of '93, said Sen. Christopher S. Bond, R-Mo., a member of the committee.

Kerry acknowledged Tuesday that his legislation would not solve all of those problems. But he said it would make strides by:

- Fining lenders who consistently fail to require borrowers to purchase flood insurance if they are buying homes in flood-prone areas.

- Allowing lenders to collect flood-insurance premiums automatically, through escrow accounts. People often buy the policies for a year but

then let them lapse because of lax enforcement.

- Setting up a \$20 million grant program for local governments that turn riverbanks into parks and take other steps to mitigate future flood losses.

- Creating a supplemental insurance program that would let people buy extra coverage to pay for the cost of raising or floodproofing their homes.

Each of those requirements could increase participation in the program, which now covers only about one in 10 people living along Midwestern rivers.

But a fifth provision that would deny federal flood insurance coverage for new homes built on the nation's coasts threatens passage of the entire package and drew the most vociferous critics at the hearing Tuesday.

The provision would bar federal insurance sales to people who build homes on land projected to fall victim to coastal erosion within the next 30 years. Homeowners from Florida, Massachusetts and other coastal states have objected, claiming the provision would drive down property values and local tax collections.

"This bill would increase participation in the Midwest, get people into the program and direct development away from the flood plain," said Scott Faber of American Rivers, a conservation group. "But instead, we're worrying about a few wealthy property owners along the coast."

"This kind of opportunity isn't going to come again for a long time. We've put people in jeopardy and the flood insurance program is the culprit here."

U.S. Giving State A Break On Flood Aid

Move Allows Carnahan To Ask For \$14 Million Less In Relief

By Virginia Young

Post-Dispatch Jefferson City Bureau

JEFFERSON CITY — The Flood of '93 won't cost Missouri taxpayers as much as expected.

Gov. Mel Carnahan pared his request for flood relief funds to \$16 million Wednesday from about \$30 million after learning late Tuesday that the federal government will pick up more of the tab.

Legislators, who convened Wednesday for a special session on flood costs, applauded when Carnahan told them that the Federal Emergency Management Agency will pay 90 percent — up from 75 percent — of the cost of flood fighting and damage to public facilities.

The decision saved state and local governments \$25 million to \$30 million, Budget Director Mark Ward said.

Carnahan shelved the two key requests he had planned to make in the special session: a \$50 million bond issue for prison construction and a constitutional amendment merging two state reserve funds.

Legislators took up the slack in the agenda by introducing a few ideas of their own.

House Speaker Bob F. Griffin, D-Cameron, proposed that the state issue bonds to "catch up" on highway construction delayed by the flood and other factors. The bonds would be repaid with state gasoline taxes.

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Senate Minority Leader Franc Flotron, R-Creve Coeur, proposed that people with flood-damaged property get six-month extensions on paying this year's property taxes.

Flotron also introduced a bill authorizing short-term borrowing for levee districts. He said the bill would provide up-front cash to rebuild levees such as the Monarch Levee in Chesterfield. Levee districts would repay the notes when taxes came in next year.

Legislative leaders predicted they would wrap up the work of the special session by the end of next week.

Carnahan said he dropped his plan for a \$50 million bond issue because more planning is needed before a prison is built. "We saw how ill-prepared we were to go forward," Carnahan told reporters after his speech.

Instead, the governor asked legislators for \$750,000 to study prison needs. The focus will be on a replacement for Renz Correctional Center, a women's prison that was ruined when the Missouri River flooded.

Carnahan said an earlier recommendation by Corrections Director Dora Schriro to build a women's prison in the St. Louis area "will be high

on the options" list.

The governor rejected a suggestion by Sen. Steve Danner, D-Kirksville, that the state buy the bankrupt Tarkio College in northwestern Missouri and use it as an interim prison.

"We do not need another temporary solution," Carnahan said. Tarkio — along with vacant buildings in other communities — should be studied as a potential long-term solution to the prison crowding problem, he said.

Griffin, for his part, said he would like to see the state buy the Tarkio campus and use it as a boot camp for juvenile offenders.

A coalition of labor, religious groups and social welfare activists criticized the special session's agen-

da. The Flood Victims Relief Coalition said the agenda stressed bricks and mortar solutions instead of human needs.

The coalition suggested the Legislature divert funds from earmarked taxes, such as the one-eighth-cent sales tax for conservation, and use the money to help people get back in their homes.

Carnahan responded that the state's effort includes money to match federal grants for individual assistance. Those grants are designed to help people who lost property in the flood.

Rep. Bob Schemenauer, D-Clinton, wants to go further. He introduced a bill giving income tax credits equaling 10 percent of a person's flood loss, or \$1,000, whichever is less.

Carnahan wants to pay the state's bills by using the Rainy Day Fund, which contains \$28.4 million. The money came from a temporary tax increase passed in 1989 to pay income tax refunds to federal retirees. The tax generated more than needed to pay the refunds, and the excess was channeled into the Rainy Day Fund.

With the federal government now paying 90 percent of the bill for public facilities, the cost for cities and counties drops to 5 percent from 15 percent.

Carnahan said the 5 percent contribution would ensure that cities and counties manage their construction projects prudently. "Otherwise the sky will be the limit," he said.

But Buyout Money May Fall Short Of Serving Towns Seeking To Move

By Robert L. Koenig
Post-Dispatch Washington Bureau

From the Raccoon River to the Mississippi, from the Big Cottonwood to the Big Muddy, three dozen Midwestern towns are considering clearing blocks of flooded buildings from the rivers' path.

If they plunge ahead, those communities would use the most effective, widely endorsed and oldest tool for controlling flood damage: moving homes and businesses away from the flood plain.

The problem is, critics say, that the federal and state pot of buyout money is likely to fall far short of ambitious local plans.

Even so, many towns and neighborhoods in the Mississippi and Missouri river basins are looking into such plans. Here are a few:

■ In Springfield, Minn., floodwater from the Big Cottonwood struck on Mother's Day,

Father's Day and the Fourth of July. But city officials are hoping for a government present by Christmas: as much as \$750,000 to buy out 13 flood-damaged homes.

■ In Keithsburg, Ill., town leaders and federal disaster officials are drawing up possible buyout options for 60 flooded homes and a dozen businesses in the town of 1,000 south of the Quad Cities. "The damage was heartbreaking," said Shar-

on Reason, whose century-old brick hotel near the Mississippi was swamped with 10 feet of water. She said floodwater badly damaged 14 historic buildings and nearly half of Keithsburg's 300 homes.

■ In Valmeyer, Ill., about 20 miles south of St. Louis, most residents voted last week in favor of supporting efforts to move the whole town to high ground. About 60 percent of the

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A Continuing Series

town's 346 homes were badly damaged by the Mississippi's floodwater. Officials say Valmeyer is the only town, so far, considering a total relocation.

■ In north Jefferson City, (formerly Cedar City), across the Missouri from the capital, officials are debating a proposed city buyout plan to pay 112 homeowners about one-fifth of their homes' pre-flood values. The City Council recently put the plan on hold until Congress decides whether to increase the federal share in buyouts.

"If we're ever going to be interested in creating a more friendly flood area — a park, for instance — then this is the time we need to act," City Administrator Dave Johnston said.

Another community on the Missouri River — the unincorporated Walcott area of Kansas City, Kan. — also wants buyouts for 32 homes. And Alexandria — in Missouri's northeast corner — is considering buyouts of as many as half of its 125 flood-damaged houses.

Scott Faber, director of flood-plain programs for the American Rivers conservation group, said his survey of Missouri, Illinois, Iowa, Minnesota and five other states hit by the Flood of '93 found more than 40 communities looking into buyout options.

"We're encouraged by the amount of interest so far in clearing the flood plains," Faber said. "But there's a long way to go."

Fleeing Flood Plains

If those and other communities follow through with relocations, they will be following a time-honored tradition.

Avoiding flood plains is an issue as old as civilization — and has been a factor for St. Louis settlers for three centuries.

In 1764, Pierre LaCade chose St. Louis' site on high ground west of the Mississippi.

Three years later, when a Spanish general ordered that a fort be built just north of the confluence of the Mississippi and Missouri rivers — near present-day West Alton, Mo. — Capt. Don Francisco Riu rejected the site because it was prone to flooding.

Gilbert F. White, perhaps the nation's leading expert on flood-plain management, said, "Instead of an all-consuming interest in flood control, we ought to be concerned mainly with the wise use of flood plains."

He is interim director of the National Hazards Research Center in Boulder, Colo.

Environmental groups endorse White's assertion. And so do some planners for the Army Corps of Engineers — at least, up to a point.

"Clearly, it makes a lot of sense to move structures out of areas that flood," said Harry E. Kitch, the Corps' chief planner. "But totally clearing the flood plain is not feasible. We're not going to move St. Louis, Davenport or Des Moines."

True. But Iowa officials are looking into buyouts and partial relocations of nearly 100 homes in five flood-prone suburbs of Des Moines, which were badly flooded by the Raccoon River.

Buyout Limits

If Valmeyer, Springfield, Keithsburg and the others follow through on their buyout proposals, they would be following two flood-management pioneers in Wisconsin:

■ Soldiers Grove, a town of 600 that relocated from the lowlands along the Kickapoo River from 1978 to 1983, at a cost of \$7 million.

■ Prairie du Chien, which relocated 125 homes in its flood-prone St. Feriole Island ward from 1978 to 1984. The cost: \$5 million.

This year, despite interest in buyout plans in the wake of the Flood of '93, the final decisions will likely come down to how much federal, state and local money is made available — and how quickly the buyout packages can be developed.

Critics complain that the government programs are poorly coordinated and funded.

"We need to tear down the bureaucratic barriers among federal agencies," conservationist Faber said. "Right now, FEMA [the Federal Emergency Management Agency] basically tells you to apply to different agencies for aid and then cross your fingers. It's not that the money isn't there; it just doesn't get to people easily and quickly enough."

That's where Congress may come into play.

Rep. Harold L. Volkmer, D-Hannibal, is leading a group of legislators who want to make buyouts a more attractive option. Last week, Volkmer and House Majority Leader Richard A. Gephardt, D-St. Louis County, met with Speaker Thomas Foley, D-Wash., to push the buyout idea.

Volkmer's bill — co-sponsored by 10 other Midwestern House members — would increase the federal government's contributions on "hazard mitigation" buyouts to 75 percent — from 50 percent — and authorize the government to contribute as much as 90 percent of the cost of some relocations.

Meanwhile, Sen. John C. Danforth, R-Mo., is drawing up possible legislation to discourage building in flood plains, and to increase participation in federal flood-insurance programs.

And a special White House panel, which includes representatives from all federal agencies involved in the Flood of '93, also is looking at ways to streamline the buyout process and stretch limited federal resources to help relocate some towns.

"We want to give communities up and down the river every possible way of pursuing alternatives to rebuilding in the flood plain," said Janet Lamb, a FEMA "hazard mitigation" officer who is helping towns in Illinois come up with such plans.

"This is voluntary. We don't tell towns what to do, but — if they want to buy out houses or businesses in the flood plain — we want to give them every opportunity to do that."

LETTERS FROM THE PEOPLE

^{B 6} Flood Management

Here are some thoughts on the aftermath of the Great Flood of 1993. We should remember that in the minds of the environmentalists and their organizations, the human race takes second place. The flood was a great thing for them in helping to get land away from people for use by fish and wildlife. The wetlands idea for all the flood plains was ideal.

The Federal Emergency Management Agency was supposed to have developed maps so that everyone knew where they stood in regard to a big flood. I wonder how many people saw those maps? Also, the different offices of FEMA could not agree on what the flood heights should be.

In the St. Louis harbor, the Chicago office of FEMA had one set of rules for the Illinois side, and Kan-

sas City had another for the Missouri side. FEMA wants people out of the flood plain, also industry, no matter how people feel about leaving their homes and property. The environmentalists love it.

After the flood of 1927, the lower Mississippi valley states banded together and saw that the standard, federally controlled levee system was built to protect their lands. After the flood of 1937 on the Ohio River, communities built flood walls and the government upstream reservoirs to control floods. It's time for the upper Mississippi valley to do the same.

James V. Swift
Contributing Editor
The Waterways Journal
University City

Senate Helps Chesterfield With Flooding

Bill, Headed To House, Sets Up Insurance Pool For Businesses

By Virginia Young

Post-Dispatch Jefferson City Bureau

JEFFERSON CITY — The state would help businesses in Chesterfield Valley get flood insurance under a bill the Missouri Senate passed on Friday.

Sen. Tom McCarthy, R-Chesterfield, sponsored the bill, which would set up a flood insurance pool made up of companies issuing property insurance in Missouri. Businesses in flood plains protected by 100-year levees could buy from the pool.

If premiums didn't cover losses, the pool would levy assessments against companies in the pool. The companies, in turn, would pass the costs on to policyholders — homeowners and business owners.

Chesterfield Valley went under water on July 30, when the Missouri River broke through the Monarch Levee. McCarthy said more than 300 businesses were affected. Without state help, many flooded businesses will shut down for good, he said.

"This is the same as having the General Motors plant and the Ford plant close at the same time," McCarthy said.

The businesses are having trouble getting loans to

rebuild because they can't get flood insurance, McCarthy said. He attributed the problem to a gap between what federal flood insurance and private insurance will cover.

The maximum federal coverage is \$250,000 for buildings and \$300,000 on contents; the private insurance market is offering a \$1 million deductible to Chesterfield businesses, McCarthy said.

His bill would close the gap by providing coverage of \$750,000 for damage to buildings and \$700,000 for damage to contents. The program would end if federal coverage limits increased to \$1 million.

Thomas Fleming, president of ABM Office Supply in Chesterfield Valley, said Friday that the bill was "wonderful. It's going to help out immensely." Fleming is on a task force looking into the flood insurance problem.

Insurance lobbyists were not so happy, but were working to make the bill palatable to the industry.

Harry Gallagher, a lobbyist for the National Association of Independent Insurers, said: "The industry doesn't like to be ordered to write insurance. They like to evaluate risks before they take them. But if it appears to be inevitable, we try to make it workable."

McCarthy's bill was one of three the Senate passed and sent to the House on Friday. The others would:

- Let levee districts issue tax-anticipation notes to match federal funding to rebuild levees.

- Allow counties to give property tax relief to flooded homeowners and businesses.

Counties could reassess the property to reflect flood damage, give taxpayers six-month extensions on paying their tax bills or give property owners a break on the new construction when they repair their building.

Across the Rotunda, the House passed and sent to the Senate three bills. They would:

- Permit the issuing of bonds for highway construction projects.

- Appropriate \$52 million to cover flood costs. About \$4.5 million would come from state general funds.

- Allow cities and counties to build levees.

Next week, each chamber will consider bills passed by the other chamber. The special session resumes Wednesday and is expected to end Friday.

Meanwhile, Gov. Mel Carnahan accepted a \$100,000 check for flood relief from the Taiwan Provincial Government. Missouri and Taiwan have been "sister states" since 1980, and Taiwan wanted to "extend a helping hand," Taiwan Gov. James C.Y. Soong wrote in a letter to Carnahan.

ST. LOUIS POST DISPATCH SEPTEMBER 20, 1993

Federal Rescue Could Be Slow, Meager

By Theresa Tighe
and Jo Mannies
Of the Post-Dispatch Staff

Most of Missouri's 30,000 flood victims remain holed up in hotel rooms and apartments, or doubled up with friends and family.

The story is similar for about half the 15,000 victims in Illinois.

With winter coming they've got some questions:

Can we rebuild?

Will there be a buyout?

Will this ever end?

The answer: It won't end soon.

Valmeyer Mayor Dennis Knobloch, an official and a victim, said that most people realize they won't be home for the holidays.

Officials say flood victims must also come to grips with another key fact: Uncle Sam won't be putting a buyout check under the Christmas tree.

Stephen Harrell, with the Federal Emergency Management Agency's regional office in Kansas City, said: "We're really concerned that a whole lot of people are getting their hopes up for something that may not materialize."

And those buyouts that are made could take six to 18 months.

Federal officials say it's up to local communities to conduct the buyouts, and to find federal and local money for them. But any land bought with federal buyout money must be cleared.

The federal Flood Insurance Administration is taking applications from communities that want to buy out large tracts of flood-damaged property. But that money can go only to people with flood insurance.

The flood-insurance buyout pot is limited — about \$6 million to be spread among insured flood victims in nine states.

James Taylor, assistant administrator for the program, concedes that there isn't enough for every community.

Uninsured victims could qualify for buyouts under two other programs — a special FEMA program to remove buildings from the flood plains, and community flood aid from the Department of Housing and Urban Development.

But the first program, with \$45 million, pays only 50 percent of the buyout costs. Congress allocated \$200 million for the HUD flood aid, but that money can be used for any flood expenses.

Those In the Know

To get their share of federal help, local governments must act with speed and savvy.

The city of Arnold is touted as the region's buyout expert; it's gotten federal aid for three flood-plain buyouts in the last decade.

Arnold caught the federal government's attention by using every means possible, including back-tax sales, to clear the flood plains.

City Administrator Eric Knoll advises that communities seeking federal buyout money "be aggressive and keep trying."

The city of St. Charles has hired a consulting firm. HUD has promised the city \$1.3 million for flood recovery. The money could pay for buyouts. But city officials aren't making any promises. In Foley, Mo., population 224, about 90 percent of the homes are damaged. City officials say the town is too small and too poor to play the buyout game.

Many communities are relaxing their rebuilding regulations for the flood plains. That way, fewer people will lose their investments in homes and businesses. The regulations have changed frequently in recent weeks. And they vary from town to town.

An apple-red condemned sticker adorns the door of Russ and Mary's, a restaurant and bar in West Alton. During the flood, high winds sucked off the building's north end. If the sticker stays, owners Mary Jane and Russ Elder will lose the business. They're both in their 60s, and they say they'll never be able to retire.

The Elders are appealing the condemnation. Their future looks better, since St. Charles County eased its standard this week for rebuilding.

Like many flood-plain residents, Russ Elder says county officials need to remember who pays taxes and who votes in elections.

But in St. Louis County, where the regulations won't be relaxed, John and Catherine Burnett say they face financial ruin.

They had pinned their hopes on a buyout. They have no flood insurance. Their house is condemned, but they still must meet the mortgage.

St. Louis County plans to use its HUD flood money only to buy out ~~some~~ families whose flooded homes were not condemned. Lemay will be turned into a park.

Working With Rumors

While everyone grapples with questions about rebuilding and buyouts, flood victims also are scrambling from agency to agency in search of temporary aid. Some complain of intimidating applications and conflicting regulations.

"I spend the whole day on the phone tracking down rumors," said Pam Bowman, 28. "And I don't know any more now than when it first happened."

The Mississippi River chased Bowman, her husband and 12-year-old daughter from their home on Chouteau Island two months ago. The family watched last week as the water reclaimed what was left.

Local FEMA spokeswoman Susan Riegel says victims need only call a toll-free number — 1-800-462-9029 — and apply by phone for various aid programs.

The FEMA aid available includes:

- Up to 18 months of rental assistance, or as much as \$10,000 for repairs for homes with limited damage. People are eligible regardless of income.

- Low-interest loans through the Small Business Administration for homes or businesses.

- Grants of up to \$11,900 for flood victims who cannot qualify for SBA loans.

But not all flood victims are aware of the programs, and word-of-mouth information is sometimes distorted.

David Angerer, the city administrator of Ste. Genevieve, said many flood victims are overwhelmed by the disaster.

FLOOD-PLAIN REBUILDING STANDARDS

Under federal regulations, any building the flood damaged more than 50 percent must be razed or rebuilt above the 100-year flood level. Communities decide whether to use a building's replacement or fair-market value to determine damage. Replacement value generally allows more rebuilding.

Local governments also determine how many feet buildings must be raised above the 100-year flood level. Limited buyout money is available. Following is the status:

Place	Method	Height For Rebuilding	Buyout Status
St. Charles County	Fair market; replacement at appeal	One foot above 100-year level	Applied
St. Charles	Fair market	One foot above 100-year level	Applied
Portage Des Sioux	Replacement	One foot	Considering
St. Louis	Replacement	One foot	Considering
St. Louis County	Fair market	Two feet	Will apply
Bellefontaine Neighbors	Fair market	Two feet	Applied
Chesterfield	Replacement	Two feet	No buyout
Jefferson County	Replacement	Two feet residential; other, one foot	Will apply
Arnold	Fair-market value	Two feet	Preparing applications
Festus	Replacement	One foot	Applied
Crystal City	Replacement	One foot	Applied
Lincoln County	Replacement	One foot	Applied
Winfield	Replacement	One foot	Applied
Old Monroe	Fair-market	One foot	No buyout
Foley	Fair-market or replacement	One foot	No plans for buyout
Hannibal	Fair-market	Homes, one foot; commercial, 6 inches	Applied
Ste. Genevieve	Fair-market	One foot; historic homes exempt	Applied
Madison County	No decision	Two feet	No decision
Alton	Fair-market	Historic exemption	No buyout
Calhoun County	Replacement; fair-market after Dec. 31	One foot	Applied
Hardin	Replacement	One foot	Applied
Jersey County	Fair-market	One foot	Applied
Grafton	Replacement 'til Dec. 15; then fair-market	One foot	Applied; May move town
Monroe County	Using both *	One foot; variances considered in rural areas	Applied
Valmeyer	Using both *	One foot; variances considered in rural areas	Applied; moving town

* Both Monroe County and Valmeyer will use only fair-market through Sept. 30 and only replacement Oct. 1-Dec. 31.

JO MANNIES
ON POLITICS

BS

Flood Cleanup Can Be Messy For Politicians

RECEDING FLOODWATER is leaving behind a ton of muck. Political muck.

Like the volunteer crews facing the ugly job of cleanup, politicians are faced with distasteful tasks.

Gone are the days when their main job was to demonstrate sympathy and support by hugging flood victims and stuffing a few sandbags. Now politicians have to make politically risky and potentially unpopular decisions that affect flood victims and taxpayers.

Most of these decisions revolve around two key questions:

- Should people be allowed to rebuild on flood plains?

- How much public money should spent to repair flood damage?

Those questions, some say, pit flood victims against those taxpayers

who believe that people who build in flood-prone areas should bear some responsibility — including the financial costs — for their actions.

Many local governments here also took heavy hits in the

pocketbook while their public services — including police, firefighters street crews — worked around-the-clock to protect property and to rescue people. Such costs were not budgeted. Who picks up the tab?

Limited federal flood aid is available. Who gets first crack at the bucks?

Federal officials say that local officials, not Washington, will determine where most of the federal aid goes.

That's putting local officials on the spot. By the next election, they may be appealing for votes from the same people who are now pleading for help.

So far, many local governments are making themselves the first beneficiaries of federal aid. Some communities are choosing to cover some of their flood-fighting costs with the money they got from the federal Department of Housing and Urban Development. That money also could be used for buyouts or other flood aid.

More money for government costs means less in direct aid to people. But officials contend it also means fewer requests for tax hikes.

Then there's the flap over whether Missouri should follow Illinois' lead and use the more lenient "replacement-value" standard in determining which residents can rebuild their homes in flood plains.

(Missouri, and other flooded states under the same federal regional office, had been using the stricter "market-value" standard, which would bar more people from rebuilding.)

After flood-plain dwellers in St. Charles County cried foul, the federal government ordered all of the flood states to allow local communities the option of choosing the more lenient standard.

The decision, said some, was an acknowledgment of reality. "There's a lot of places we know that need to be bought out, but we can't," one politician said privately. "We don't have enough money to give [flood victims] enough to get on with their lives."

Stephen Harrell, a regional division chief with the Federal Emergency Management Agency, has pushed for the stricter market-value standard. "It's not designed to be punitive to the homeowner," he said. "But it's saying, 'Look, the rest of the taxpayers are not going to subsidize your existence at that location.'"

Some area politicians see the issue differently. They say that the flap over the replacement value standard is overblown. Because of the heavy damages inflicted by the floodwater, they contend that the more lenient standard will benefit few people.

Some say that the more lenient replacement-value standard will primarily make officials look benevolent — which could help on Election Day if their region has a lot of flood victims.

Rep. Jim Talent, R-Chesterfield — an outspoken fiscal conservative — has been among those pushing for the more lenient standard. His aides say his stance was not at odds with his general political philosophy; rather, they said, he just wanted his constituents to have the same options offered Illinois flood victims.

Meanwhile, St. Louis County Executive George R. "Buzz" Westfall is sticking with the market-value standard. He wants to clear as many residents as possible out of flood-prone Lemay; he's offering \$5,000 to every household that moves out.

Political observers in both parties note that Westfall is expected to run for re-election next year. Several said his flood decisions haven't hurt him. He may not be Mr. Popularity in what's left of Lemay, they said, but he has won points with those county residents who don't want their taxes to pay for repeated flood problems.

A friendlier flood-relief formula for Midwest

Washington's pledge to pay 90 percent of the public costs appears to have satisfied state officials.

By JANE NORMAN

OF THE REGISTER'S WASHINGTON BUREAU

Washington, D.C. — President Clinton announced Wednesday a new cost-sharing plan to help pay for repair of public facilities in Midwestern states damaged by this summer's floods.

In addition, officials with the Federal Emergency Management Agency estimated that the total federal cost for the flood in nine states has now topped \$7.6 billion, including all federal assistance from a variety of agencies. But officials said those figures may rise further as damages are compiled.

As expected, the revised plan will guarantee that Midwestern states foot just 10 percent of the repair bill, while the federal government will pick up the rest. Estimates of the cost to the state of Iowa range from \$4.3 million to \$10 million.

"The scope of this disaster is so great that it has the potential to have a dampening effect on our entire national economy, and we must respond accordingly," Clinton said in a statement.

Percentage Changed

Initially, the administration had said states would have to pick up 25 percent of the cost unless they met a standard for damage that few could reach. Midwesterners vehemently protested that decision.

Under new rules set Wednesday, states qualify for the 10 percent cost share if total damage from a disaster exceeds a certain fraction of the national gross domestic product, which is a measure of the value of goods and services produced in this country.

Congressional aides said Iowa and

eight other Midwestern states ravaged by floods have met that threshold. FEMA officials estimated that the agency will pay out an estimated \$468 million in the nine flood states to help repair public facilities, which includes bridges, roads, water treatment plants and other infrastructure.

Decision Praised

Sen. Charles Grassley, R-Ia., said the decision by the administration appeared to be fair and appeared to treat Midwestern states just as well as — or better than — states affected by hurricanes in 1992. Clinton had promised on a visit to Iowa in July that flood victims would be treated the same as hurricane victims.

"I believe it's better than what we had," Grassley said of the new policy.

Sen. Tom Harkin, D-Ia., said the president and FEMA have responded to Iowans' concerns about the earlier formula.

"Under this new formula — coupled with the added agricultural disaster assistance we won last month — Iowa will in all likelihood do better than Florida," Harkin said. With Harkin's assistance, additional aid for agricultural losses was inserted in a disaster bill approved by Congress.

Final Ruling

Morrice Goodman, director of public affairs for FEMA, said he believes this is the government's final ruling on public assistance. "This was given very careful consideration," he said.

Asked if hurricane victims or flood victims fared better in the end, Goodman said, "I don't think we're talking about who's better off. What the federal government is trying to do is to make sure that nobody is left in the cold, that we do as much as we can."

Clinton said, "As the families of the Midwest struggle to restore order to their lives and rebuild their communities, I want them to know that this administration plans to be with them every step of the way. And I'm determined that our commitment remains as clear in our actions as it is in our words and our prayers."

FLOOD OF MONEY

Federal Aid Is Sometimes Uncoordinated And Arbitrary

By William H. Frelvogel
Of the Post-Dispatch Staff

UNCLE SAM HAS a thick bankroll for rebuilding levees, but loose change for turning flooded farms into wetlands.

He has four different agencies to fund housing, but limited funds for moving homes from the flood plain.

He has three accounts and billions of dollars to compensate farmers for lost crops, but he does little to prevent those farmers from getting flooded again in two or five or 10 years.

In short, the \$5.7 billion-plus federal flood relief effort is a patchwork of sometimes uncoordinated programs that puts greater emphasis on helping the victims than making sure they won't become victims again.

That is what the Post-Dispatch found in a line-by-line analysis of how the money appropriated by Congress last month is trickling down from Washington to the flood victims.

By distributing money in the usual way — government agency-by-government agency — key responsibilities are divided among two, three or even four federal agencies, creating a crazy-quilt of regulations and bureaucracies.

In some cases there are excess funds in one government account and a shortage in another. For example, while there is more money than needed in

some Farmers Home Administration programs, there is less than needed for buying out flooded communities.

A particularly vexing problem is a law that skews the federal effort away from "hazard mitigation" — a fancy term for preventing future flood damage.

The law says that the Federal Emergency Management Agency (FEMA) may not fund hazard mitigation efforts that cost more than 10 percent of what it spends in "public assistance grants" to rebuild communities after the flood.

That amount is unrealistically low, say federal officials and members of congress.

Members of the Missouri congressional delegation hope to lift that cap this fall. A bill introduced in the House by Rep. Harold L. Volkmer, D-Hannibal, and a similar Senate bill introduced by Sen. Tom Harkin, D-Iowa, would raise the cap to 15 percent and permit FEMA to waive it

for the flood.

Here is a breakdown of where the federal money has gone:

Crop Payments

Ten days ago, Andy Simon stood at the counter of the Agricultural Stabilization and Conservation Service in St. Charles County. The mud caked on the boots of this 31-year-old farmer from Portage Des Sioux told part of the story of the government's complex, expensive, duplicative crop program.

That morning, Simon had walked into his wet fields to take one last look at his corn to see if he should harvest it or plow it under. By destroying the crop, he would become eligible for a government price support check.

A clerk behind the counter used a hand computer to figure Simon's payment. "Sometimes I don't understand how this program works myself," she muttered as she pounded the keys.

When the math was done, Simon decided to destroy two-thirds of his corn and harvest the best third.

In addition to this price support payment, Simon and other farmers will qualify for a crop disaster payment. Nearly two out of every five dollars in the federal flood relief bill were earmarked for this purpose.

Some farmers qualify for a third check to recover crop losses — a crop-insurance payment for those with the foresight to buy one of the federally backed insurance policies.

Simon didn't have one. Like 99 percent of the farmers in the flood plain in St. Charles County, he thinks crop insurance is an expensive luxury.

Next year he'll have to buy crop insurance if he wants to collect his disaster payment this year. But, after that, he can drop the insurance.

For Simon, government payments only recoup the costs of planting and allow him to limp into next year when he can hope for a better crop on the two small farms that he runs while working part-time at an agricultural co-op.

Although the crop payments are not a get-rich-quick scheme for farmers, Agriculture officials concede that there are ways in which farmers unaffected by the flood can take advantage of this year's flood relief bill.

For example: A farmer can collect a price support payment even though he or she never planted a crop. Farmers need only say they *planned* to plant.

Jean Robuck, executive director of Agricultural Stabilization in St. Charles County, acknowledges that this rule could be abused but says she doesn't think false claims are widespread.

Soil Repair

At the same time the federal government is paying farmers for damaged crops, it also is rebuilding the levees that protect their farms and it is paying to repair the frequently flooded farmland.

From the point of view of farmers who have spent their lives on the bottom lands, this makes sense. They want to keep farming their land.

From the perspective of environmentalists and some government managers, it doesn't. The government is spending millions to keep farmers on land that will inevitably flood again and trigger a new cycle of government payments.

A farmer can apply for a soil repair grant at the same Agricultural Stabilization office where he or she applies for crop disaster payments.

At first, many area farmers feared they would not qualify for the \$30 million that Congress set aside for this "emergency conservation program." That's because the Agriculture Department had a rule disqualifying farms involved in three or more disasters within the last 25 years — a rule that appeared to apply to area farms because many have flooded three times in two decades.

Under pressure from Volkmmer, however, the Agriculture Department tossed out the "3 in 25" rule. This was particularly important for St. Charles County farmers on the Missouri River where the flood covered some farm land with several feet of sand.

Levees

Across the still swollen Missouri River from the Agriculture office in St. Charles is the FEMA disaster headquarters.

Ironically, FEMA is situated in an office building in Earth City, the industrial park that was built two decades ago over the objections of environmentalists upset about flood plain development.

In one corner of the FEMA office is a six-agency task force in charge of deciding which levees should be rebuilt. The task force is supposed to provide owners of damaged levees with alternatives.

The Army Corps of Engineers tells the owner if the levee qualifies for repair and puts a price tag on the project. The Soil Conservation Service and U.S. Fish and Wildlife Service provide other options, such as converting the fields to wetlands.

The Corps of Engineers is the 1,000-pound gorilla of this task force for two reasons. It has the most money, and nearly all the owners of damaged levees want them rebuilt.

So far, the federal wetland reserve

See FLOOD, Page 5

program has fizzled.

The Agriculture Department announced earlier this month that it expected to commit as much as \$92 million toward turning flooded farmland over to wetland reserve.

But after long, involved discussions in Washington over what rules to follow, a slimmed down, \$15 million program, is expected to emerge from the bureaucracy next week, federal officials say.

Mike Wells, the Agriculture Department's assistant state conservationist in Missouri, says that is too little money.

"Fifteen million will not be a whole lot of value for us," he said. "It's hardly worth advertising to the farmers."

Partly because of the uncertainty over the program, local Agriculture officials in Missouri and Illinois haven't received wetland reserve applications.

Even if farmers apply after the rules are known, they might not qualify, says Renee Phillips, district conservationist in St. Charles County. Land covered with several feet of sand does not make a good wetland because it supports little growth, she said.

The bottom line is that despite the hoopla about wetland reserves, most of the levees are being rebuilt.

As long as a levee meets Corps of Engineers criteria, there is enough money to rebuild it, says Bob Florence, the recovery coordinator for the corps. In addition to the \$175 million to \$235 million that Congress appropriated for the corps in the flood relief bill, the agency has a regular account for emergency reconstruction.

The corps has already decided to rebuild the main levees along the Missouri River in St. Charles County.

Some environmentalists suggest that the corps is moving too fast. Timothy D. Searchinger, a lawyer and wetlands expert for the Environmental Defense Fund in New York, says it makes little sense to quickly rebuild levees around communities that may relocate, such as Valmeyer, Ill. Corps officials have noted, however, that other farm communities are protected by the levee that protects Valmeyer.

Housing

Money for housing is divided among eight programs administered by four agencies.

The biggest housing problem is finding money for relocating homes from the flood plain. Four accounts in two different agencies are available, but each has major problems. For example:

■ FEMA has a fund to relocate houses covered by flood insurance, but many flood victims didn't have

"Fifteen million will not be a whole lot of value for us. It's hardly worth advertising to the farmers."

MIKE WELLS, assistant state conservationist in Missouri.

flood insurance, and the account is underfunded.

■ FEMA has a "hazard mitigation" program, but it is starved by the 10 percent cap.

■ The Department of Housing and Urban Development has \$200 million in community development block grants and \$50 million for a separate housing program. But the community development block grants have been tied up until recently by a legal snafu.

The flood relief law says the grants are for "repair, replacement, or restoration" of facilities damaged by the flood. Cautious HUD lawyers suggested that this might not permit the money to be used for buyouts.

House Majority Leader Richard A. Gephardt, D-St. Louis County, and other members of Congress finally

prevailed upon the administration to discard this interpretation.

These community development grants are particularly valuable to local governments. Through a convenient legal fiction, the federal money becomes local money when it enters local treasuries and can be used as local matching funds.

While communities scrounge to find the money for relocation, the flood relief bill has provided the Farmers Home Administration with more funds than it needs for home and business loans in rural areas, officials acknowledge.

That's because it is easier and quicker for rural residents to obtain long-term, low-rate loans from the Small Business Administration.

LEVEES

Purpose: Repair agricultural levees

Agency: Soil Conservation Service

Money: \$35 million now, \$25 million contingent

About \$7 million of the \$35 million has gone to Missouri, and \$2 million to Illinois. The money pays for clearing logjams from streams and rebuilding agricultural levees on tributaries of the Missouri and Mississippi rivers. Illinois reports about 100 breaks on agricultural levees on tributaries while Missouri reports about 400. These levees each protect from 2 to 15 farms. Some money from this account may be used to buy out agricultural land to turn it over to the national watershed reserve program.

Purpose: Repair major levees

Agency: Army Corps of Engineers

Money: \$175 million now, \$60 million contingent

\$55 million will repair the Corps' own locks and dams and federal levees under corps control. The remaining \$120 million will repair federally constructed levees maintained by levee districts along the major rivers. The Corps' St. Louis District, which oversees the Mississippi River basin, expects \$40-45 million. The Kansas City District, which oversees the Missouri River basin, expects the same. The Corps also can dip into a permanent account for levee repair that is funded from its regular congressional appropriation. There is enough money to repair any levee that qualifies for assistance.

6.8%

EDUCATION AND JOBS

Purpose: Unemployment compensation

Agency: Federal Emergency Management

Money: \$8.5 million

Purpose: Temporary education expenses

Agency: Department of Education

Money: \$70 million contingent

To pay for transporting students to other schools while flood-damaged schools are repaired.

Purpose: College loans

Agency: Department of Education

Money: \$30 million

Financial assistance to college students whose families suffered a loss of income because of the flood.

Purpose: Temporary employment

Agency: Department of Labor - Employment and Training Administration

Money: \$43.5 million now; \$11.1 million contingent

Help for workers dislocated by the flood. The program can put a dislocated worker in temporary employment for up to 6 months or \$6,000 in earnings. The money is allocated by local private industry councils.

3.7%

PUBLIC WORKS

Purpose: Roads, sewers, etc. for industrial parks

Agency: Economic Development Agency

Money: \$100 million now; \$100 million in contingency funds

Grants to state and local governments for replacement of public buildings and construction of roads, water and sewer facilities to industrial parks. The money can also be used for industrial buildings for companies that want to move out of the flood plain.

Purpose: Water assistance in rural areas

Agency: Rural Development Insurance Fund

Money: \$20 million now, \$30 million contingent

Emergency water assistance to local governments to fix water lines and water treatment facilities.

Purpose: Assistance to public entities

Agency: FEMA

Money: About \$468.6 million (Mo.: \$112.5 million; Ill.: \$144 million)

Public works projects like water treatment plants, roads, bridges, levees and public buildings, like city halls. This money can also be spent on private non-profit organizations with a public purpose, such as day-care centers. A 10% state/local match is required.

Purpose: Rebuild highways

Agency: Federal Highway Administration

Money: \$100 million now; \$75 million contingent

Grants to states to repair damaged highways and bridges.

Purpose: Repair damaged rail lines

Agency: Department of Transportation

Money: \$11 million for short-line railroads; \$10 million for any railroad

The biggest project is the damaged Gateway Western line at Glasgow, Mo.

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HEALTH AND ENVIRONMENT

2.49% Purpose: Protect health

Agency: Public Health Service

Money: \$75 million in contingency funds

The Public Health Service had asked for \$247 million and ended up getting \$75 million in contingency funds. Doctors at the service say it doesn't make sense to give health a back-seat. They say that serious health hazards could still emerge.

Purpose: Assess environmental damage

Agency: Environmental Protection Agency

Money: \$33.95 million

Money for collection and disposal of pesticides, assessing chemical and biological contamination and researching the flood's effect on hazardous waste facilities. About \$8 million is for cleanup of leaking underground storage tanks.

PARKS AND HISTORIC BUILDINGS

0.9% Purpose: Repair national parks

Agency: National Park Service

Money: \$5.9 million

Repair of damaged national parks and historical buildings. The largest sum, \$400,000, goes to the Arch. About \$2 million goes through the National Trust for Historical Preservation for repairs on the more than 2,000 sites on the national register.

Purpose: Repair federal refuges

Agency: U.S. Fish and Wildlife

Money: \$30 million

\$1.04 million goes to Squaw Creek near Mound City, Mo., and \$1.995 million to Swan Lake near Sumner, Mo. The largest sum \$11.1 million goes to the Mark Twain refuge near Quincy, Ill., to replace roads, trails and park facilities.

Purpose: Repair Indian reservations

Agency: Bureau of Indian Affairs

Money: \$3.878 million

Bridges, roads and agricultural land on Indian reservations. The Bureau says this is far less than needed and has been pressing other agencies to help.

REBUILDING BUSINESSES

0.8% Purpose: Business loans

Agency: Small Business Administration SBA

Money: Approx. \$30 million subsidizing loans of about \$150 million

About half of the money in the flood relief act for SBA loans goes to businesses. SBA can loan up to \$1.5 million to a firm.

Purpose: Loans for rural businesses

Agency: Rural Development Insurance Fund

Money: \$2.7 million guaranteeing \$80 million in industrial development loans with an identical amount in contingency funds.

There has been little demand for these loans. There is plenty of less expensive money at the SBA that can be obtained more quickly. The loans are only available to those with businesses in rural areas affected by the flood, like an agricultural equipment dealer.

FLOOD RESPONSE

Purpose: Administer federal response

Agency: Federal Emergency Management Agency

Money: More than \$30 million

To provide disaster relief for flood victims, debris removal, sandbagging and operation of the federal relief effort.

Purpose: Coast Guard response

Agency: Coast Guard

Money: \$10 million

Operating expenses of Coast Guard operations, such as overtime, fuel, bottled water and temporary housing of Coast Guard facilities. At least \$2 million is being spent within 100 miles of St. Louis.

Purpose: Repair weather equipment

Agency: National Oceanic and Atmospheric Administration

Money: \$1 million

Repair and replace weather forecasting facilities; and pay for NOAA workers for overtime.

Purpose: Repair river gauges

Agency: U.S. Geological Service

Money: \$1.439 million

To repair broken electronic gauges for measuring river levels and pay overtime for those who operated gauges during the flood.

Purpose: Cleanup volunteers

Agency: Commission on National & Community Service

Money: \$2 million now and \$2 million contingent

To pay for efforts of the Youth Corps and other volunteer organizations which worked to clean up after the flood.

1.1%

LEGAL SERVICES

Purpose: Legal assistance to victims

Agency: Legal Services Corp.

Money: \$300,000

Pays for the increased workload of legal services lawyers resulting from the flood. The legal services office in St. Louis has been inundated with legal problems faced by flood victims.

0.01%

Local telephone numbers for obtaining federal flood assistance:
Federal Emergency Management Agency
To apply for disaster assistance: 800-462-6028
FEMA information hotline: 800-853-3362
FEMA fraud hotline: 800-323-8603
Agriculture Dept.
Agricultural Stabilization and Conservation Service: for crop disaster payments and farmstead repair
St. Charles County: 618-244-1204
St. Louis County: 453-9555
Franklin County: 318-2603
Jefferson County: 318-2441
Madison: 618-556-7800
Monroe: 618-339-6181
St. Clair: 618-235-9500
Small Business Administration: 800-462-6028
Housing
St. Louis County Flood Relocation Assistance: 621-4379
St. Charles County Emergency Management Agency: 549-3023
St. Louis Housing Authority: 286-4313

Levees:

Army Corps of Engineers (St. Louis District) for all the Mississippi River: 314-931-8570

Kansas City Corps District: Missouri River basin: 816-426-6135

Legal Services:

Legal Services of Eastern Mo.: 367-1700

Land of Lincoln Legal Assistance: 618-273-9140 for St. Clair and Monroe; 618-442-0029 or 800-546-5570 for Madison

A Bad Deal For Taxpayers

In the aftermath of the Flood of 1993, the Missouri General Assembly has headed off in exactly the wrong direction by making the taxpayers of Missouri the insurers of last resort for businesses in so-called 100-year flood plains. The Legislature should have been discouraging redevelopment in flood plains generally; instead, it passed a bill at its just-concluded special session that would make all Missourians liable if private insurance does not fully cover losses in future floods.

This is a special-interest protection bill for the businesses of the "Chesterfield Lake" area, which was inundated by 9 feet of water when the Monarch levee broke this summer during the flood. Gov. Mel Carnahan should veto this bill for three reasons: (1) It will encourage further development of the natural Missouri River flood plain in the Chesterfield bottoms, which are prone to flooding; (2) It will set a bad precedent by making the state an insurer of last resort where private and even federal insurers may not underwrite risks, and (3) It could end up costing Missourians millions of dollars when the next flood comes next week, next year or the next decade, as it surely will.

This bill, sponsored by Sen. Tom McCarthy, a Chesterfield Republican, points up the issue of how governments at all levels are dealing with pressures from certain interests to get the taxpayers to pay for rebuilding in flood plains. The Federal Emergency Management Agency (FEMA) has caved in and

decided to allow local communities to decide if they want to rebuild in areas obviously prone to flooding.

Now the Missouri Legislature is on record in its special flood-repair session taking the taxpayers out on a limb to protect private business losses after redevelopment in a flood plain. Federal flood insurance should be granted only in the most special of circumstances — and only after the most rigid conditions about flood protection have been met. All too often, those requirements are ignored — and federal flood insurance has been granted anyway or loans have been made even when federal insurance is not purchased.

Finally, the Legislature and Gov. Carnahan had the chance to strengthen public transportation in the St. Louis area. Yet they turned away. Bi-State Development Agency needs \$10 million to continue operating after March 1, but neither the lawmakers nor the governor can agree on how to solve the problem. Even legislators from the St. Louis area are divided — and thus ineffective. As soon as they convene in January, they should take up the measure by Sen. John Scott from the 1993 regular session. It would have levied a one-tenth-cent sales tax statewide to provide mass transit assistance throughout the state. It remains the best approach yet to surface.

Unfortunately, MetroLink may grind to a halt, along with Bi-State's Missouri buses, before Jefferson City wakes up.

St. Louis Post-Dispatch
9-24-93

Flash Flooding Inundates Areas Still Reeling From Summer Rain

By Virgil Tipton
and Harry Levins
Of the Post-Dispatch Staff

Here's a look at how flash flooding affected various cities and counties in the St. Louis area:

St. Louis:

Terry Briggs of the Metropolitan St. Louis Sewer District said the failure of some sewer gates in the northern reaches of the city had flooded some basement apartments and cars at the Grand Apartment complex on Riverview Boulevard.

Briggs had no specifics on the number of apartments but said, "I was told about 20 cars — and one house — were affected."

As is always the case when heavy rain hits, MSD had to open its gates and let raw sewage from the city and its older suburbs flow straight through the system along with the storm water.

And, as is usually the case when heavy rain hits, MSD's phone rang endlessly. "We got about 550 calls in 23 hours," Briggs said, "and most of them had the same complaint: 'There's water in my basement.'"

St. Louis County:

A flash flood on Deer and Black creeks inundated the Executive Walk Apartments in Brentwood late Wednesday and early Thursday, devastating about two dozen first-floor apartments and covering five cars. Some residents carried a cancer patient out on their shoulders.

At Just Floors in Brentwood, one of the businesses hit, desks floated across a lake of water 4 feet deep, said Susan Shapiro, whose husband, Randy Shapiro, owns the shop.

"How many times can you go through it?" Shapiro said. "Our insurance isn't even settled from the last time."

In West County, rain-soaked roads closed and reopened Thursday as quickly as an umbrella popping open. Several low-lying areas along Creve Coeur Mill Road were barricaded Thursday when 6 inches of water covered the pavement, a trickle of the 20 feet that swamped the same roads in the summer flood.

Maryland Heights reported that Creve Coeur Mill Road at Pritchard Farm Road was under water at mid-Thursday afternoon, as was Marine Avenue at Creve Coeur Lake. And municipal officials said more than 5,000 acres of farmland and bottom land is at risk from water that could creep over the Howard Bend levee, which had been damaged by earlier flooding.

In South County, a flash flood poured over the Affton Athletic Association's 60-acre sports complex, said Ed Geller, the group's president.

A foot of water washed through the ice rink, but apparently left it undamaged. Nevertheless, the water crumpled fences, tore up ballfields and damaged concession stands.

At Lambert Field, the domestic hub for Trans World Airlines, "We had some difficulties" Thursday, airline spokesman Don Fleming said with an understated touch.

He said the closing of Lambert for 45 minutes Thursday morning had diverted some flights and backed up others. Morning delays ran from 30 to 40 minutes, he said, with the afternoon delays 20 to 30 minutes.

Because so many of TWA's domestic flights land at Lambert to swap passengers before taking off again, delays there "can be pretty disruptive," Fleming said.

St. Charles County:

In the southwestern part of the county, several small bridges washed out from heavy rain Wednesday night. They are at Femme Osage Creek Road at Becker Joerling Road; on Highway D about four miles west of Highway DD; and on Henning Road in the Dardenne Prairie area.

New Melle Fire Chief John Loyd said a 20-foot-wide, 10-foot-deep

section of a culvert bridge on Highway D washed away when the unnamed creek overflowed. Later Wednesday night, Mark Green of Defiance tried to drive his pickup across the bridge in the storm and crashed, falling about 10 feet to the culvert pipe. He was not seriously injured.

The Fire Department also helped rescue a Femme Osage woman whose minivan was swept off Highway TT east of Dutrow late Wednesday night. She did not need hospitalization either, Loyd said.

A steady stream of combines, planters and trucks barreled out of West Alton Thursday afternoon. Residents drove what they could and towed what they couldn't to save it from the rising water of the Missouri and Mississippi rivers.

Jefferson County:

About 40 people sought refuge at the Springdale Fire Department between 10:30 p.m. and midnight Wednesday, said Fire Chief William Modrosic.

"We gave them blankets and towels," Modrosic said. Most were driven from their mobile homes by water from Saline Creek, which got 3 feet deep in places. None of the flood refugees stayed overnight, the chief said.

Backwater from the Mississippi caused flooding of creeks and again put the intersection of Bailey Road and U.S. 61-67 in Crystal City under water.

At Kimmswick, the call went out for sandbags, and the county said it could provide 10,000. The plan was to build a sandbag wall along Mill Street where an earthen levee had been built during the summer to protect the town from flooding. That levee has been removed.

William Koehrer, the county's public works director, said county roads got more flooding in one night than they did all summer.

Warren County:

High water closed Highway 94 — a victim of the Great Flood — between Highways 47 and 19, said Warren County Sheriff's Deputy Bev Gillette. Water also covered part of Highway D in Marthasville, she said.

"We've had some flash flooding along creeks in the low areas," she said, "but there haven't been any evacuations that I've heard of — although some people might have left on their own."

Franklin County:

Authorities evacuated the Sleepy Hollow Trailer Court between the Washington and Union exits on Interstate 44 and two trailer courts near Union — Dan's and Parmetier's.

Bob Jacobs of the county's Red Cross chapter said most of those evacuated had stayed with friends and relatives.

Water washed away one lane of Highway V two miles west of Highway 100, said Ken Bowles of the county's Emergency Management Agency. Flooding closed other roads for varying periods.

But Bowles reported one silver lining.

"The period for federal aid from the big flood remains open," he said. People who want information about that aid may call the Federal Emergency Management Agency at 1-800-462-9029. He said those who had already called about damage from the Great Flood should have their FEMA control number at hand.

St. Clair County:

In Brooklyn, pools of water surrounded the Thomas Terry public housing complex. About 100 families had to step through the water to get to their apartments. Police said the apartments often have a problem with standing water after storms and that FEMA was working with local officials to try to improve drainage.

In Alorton, a two-car collision on Lakewood Place late Thursday morning sent five people to the hospital.

Police said one of the two cars had lost control on a sharp curve on rain-soaked pavement.

In Belleville, drains that apparently were clogged by construction debris flooded an apartment building on 60th Street in Belleville and nearby railroad underpass. A section of North Belt West, one of the city's main thoroughfares, closed for several hours.

Monroe County:

In Valmeyer, runoff from the bluffs above combined with floodwater from the Mississippi to force Valmeyer residents to move pumps they had been using to drain part of the village. Loads of rock were hauled in to keep a creek from overflowing onto trailers and equipment where a temporary headquarters had been set up on high ground at the east edge of town.

Charles Basworth Jr., Ralph Dummit, Linda Eardley, Nordeka English, Robert Goodrich, Bob Kelly, Roy Malone, Tim O'Neil, Marianna Riley, Mark Schlunkmann, Al Stamborski and Judith VandeWater.

SEP 28 1993

ST. LOUIS POST DISPATCH

St. Louis County Is Seeking More U.S. Help For Buyouts

By Mark Schlunkmann
Regional Political Correspondent

A 12

St. Louis County is asking for \$1 million to \$1.5 million more in federal aid to finance partial buyouts of about 120 flood-damaged homes without flood insurance.

The county also wants to use for buyouts up to \$700,000 of the \$3 million in special federal housing aid it got last month.

But County Executive George R. "Buzz" Westfall and other officials cautioned Monday that the buyouts for noninsured homeowners — mainly in Lemay and Oakville — depend on whether the federal government kicks in the new money.

Federal officials have said there is not enough money to handle all the buyout requests they are getting from the Midwest.

And the county community development director, Mary Campbell, says the county still needs clarification from federal officials on using the \$700,000 in housing aid.

"The intention of announcing this plan is to keep county residents up to date in terms of what kind of assistance may be available in the future," Westfall said.

"The flood is forcing our residents to make

tough decisions, and the possibility of more aid will help that process."

Campbell said that in most cases the plan proposed for the uninsured would provide a buyout equal to 75 percent of a home's pre-flood fair market value.

Only those homes in designated flood plain management areas — a section of Lemay east of Military Road and areas of Oakville along the Meramec River — could qualify.

The new federal money being sought would be from the Federal Emergency Management Agency's hazard mitigation program.

The partial buyouts proposed for the uninsured would be in addition to the 100 percent buyouts already being sought by the county for insured homeowners with 50 percent or more damage. Campbell said more than 50 homeowners had applied.

The proposal would be in addition to the \$5,000 relocation grants offered last month by the county to many flood victims. If the extra federal money comes in, Campbell said, the county also expects to offer 100 percent of pre-flood value to five insured homes in Lemay with less than 50 percent damage.

St. Louis Post Dispatch 9/29/93

KCK, state to seek aid for flood buyout

State and Kansas City, Kan., officials will seek federal help in buying out 52 houses and businesses in the 100-year flood plain, Kansas Gov. Joan Finney announced Monday.

Micky Davis, director of the city-county emergency management agency, said 41 houses and three businesses were located in the Wolcott community of Kansas City, Kan., and the rest were scattered throughout the city. All were flooded this summer.

Under the voluntary plan, owners would sell their properties to the program, which would be funded by the Federal Emergency Management Agency and local Community Development Block Grant funds.

The properties then would be rezoned for open space or recreation, the structures removed and land seeded, Davis said.

FEMA would pay 90 percent of the removal cost. The rest would come from state and local budgets. Redevelopment of the land for parks or recreation would be done in conjunction with the Kansas Department of Wildlife and Parks using money from the U.S. Department of Interior.

Levee Holding Steady

Rock Wall Working In Chesterfield Area

By Tim O'Neill

Of the Post-Dispatch Staff

Workers in Chesterfield earned some rest Tuesday when their mile-long rock wall held back the latest assault of the Missouri River.

"We've accomplished what we set out to do," Mayor Jack Leonard said. "As long as we don't get more rain, we'll be in better shape than we've ever been."

Since July 30, anyway. That's when the Missouri washed over the Monarch Levee, west of the Highway 40 bridge, and covered the Gumbo flats with as much as 8 feet of water.

Chesterfield and St. Louis County workers had worked feverishly for several days building their backup wall of crushed rock along Eatherton Road to about six or seven feet. The Army Corps of Engineers had to halt its effort to repair the gash in the Monarch because of the new flood.

Water still covered large parts of the Chesterfield bottom land, but Highway 40 (Interstate 64) stayed open.

The Missouri helped by failing to rise as high as predicted. The river level at St. Charles was 34.1 feet Tuesday, 1.5 feet shy of the National Weather Service's forecast. The Weather Service expects the river to stay near that level for the next three days, with a crest of 34.5 feet on Thursday.

Across the river in St. Charles County, renewed high water did little more than halt cleanup. Petra Hava, spokeswoman for the county's emergency agency, said the Aug. 2 record crest of 39.6 feet already had done the damage.

Elsewhere Tuesday:

■ Many of the 1,500 residents evacuated from Valley Park began heading home as the Meramec River continued falling. The Meramec was expected to drop 15 feet, back to flood stage, by Thursday. In Sullivan, Mo., the Meramec already was five feet below flood stage by Tuesday morning.

■ Catholic Charities of St. Louis said it would deliver cleaning supplies, diapers, food and other items at 1 p.m. today at Sacred Heart Church in Valley Park, where the Red Cross has its shelter. Rep. Jim Talent, R-Chesterfield, said federal and state officials would open a disaster-assistance center Friday and Saturday.

■ Many of the 400 Jefferson County families chased by the Meramec and Big rivers also have begun cleaning up, said Jefferson County emergency chief Fred Bauman.

■ The Mississippi River at St. Louis was 38.5 feet Tuesday, 8.5 feet over flood stage but more than 11 feet below the Aug. 1 record. The Weather Service predicted the river would hover between 38 and 39 feet for the next three days.

■ The Corps of Engineers said continued high water had delayed its levee-patching efforts by several weeks. Jim Zerega, repair project manager, said the renewed flooding also may force the corps to patch some breaks with rock and sand rather than more permanent clay.

He said among the major projects halted are repairs to the Harrisonville levee near Columbia, Ill., the Nutwood levee on the Illinois River north of Grafton and the Bois Brule levee near Perryville, Mo.

■ The new flood kept bridges closed across the Missouri at Hermann and Washington, Mo., and across the Mississippi at Chester, Ill.

■ Several members of the Illinois congressional delegation urged the Federal Emergency Management Agency to provide "more than just the standard disaster aid" to people who were flooded when the Corps of Engineers blew two levees in July to channel the flood. That happened near Prairie Du Rocher and near Quincy.

■ The Blue Owl Restaurant in Kimmswick will hold a benefit Saturday evening for the Cagle family, whose home was flooded in July because it was on the Mississippi side of that town's temporary levee. Kimmswick merchants said they wished visitors would return.

Jack Burns, a Weather Service hydrologist, said heavy rain last week in eastern Kansas and western Missouri accounted for most of the Missouri's rise. He said Pittsburg, Kan., recorded 18 inches of rain last week and the Missouri cities of Richmond, Lamar and Morrisville each recorded more than 11 inches.

The Missouri was falling at Jefferson City and was expected to crest today at Hermann at 31 feet.

The Meramec rose sharply over the weekend because of heavy rain that fell Wednesday and Thursday in eastern Missouri.

The Weather Service predicted no rain at least through Sunday.

In central Missouri, efforts continued to find the bodies of two men presumed drowned when their pickups were swept away by flash flooding last week. Authorities said Bryan Bates, 23, of rural Cole County, apparently was swept into the Moreau River off U.S. 54 east of Jefferson City last Wednesday.

In Boonville, authorities said an elderly man's truck was swept from the U.S. 40 approach to the Missouri River bridge there on Saturday.

Mark Schlunkmann, Roy Malone and Robert L. Koenig, all of the Post-Dispatch staff, contributed information for this story.

THE KANSAS CITY STAR

U.S. agrees to pay more in flood relief

By CHERYL W. THOMPSON

National Correspondent

The federal government will make it easier for states to qualify for money to repair public property damaged by the summer's floods.

But, so far, none of the nine Midwestern states hit by the floods can benefit from the government's change of heart.

The Federal Emergency Management Agency said it would lower the amount of matching money flood-damaged states must pay to qualify for flood aid.

The reduction is only good, however, if a state proves that the amount of damage it incurred in the flood is at least \$64 for each resident of the state. None of the nine states meets that criteria.

By law, the federal government usually pays 75 percent of the eligible costs for public property, including roads, bridges, schools and sewer lines; state and local governments pay 25 percent, said Morrie Goodman, a spokesman for the federal agency, which revised the cost-sharing policy.

Under the revised policy, the federal government will pay 90 percent of the costs if the state comes up

with the remaining 10 percent and if the state reaches the \$64-per-person threshold.

"This is a tremendous disaster, and it's a very heavy burden for everybody: the federal government, the cities and towns, and the victims," Goodman said. "Everyone has to share the responsibility of the recovery."

The \$64 threshold is the same amount applied to survivors of Florida's Hurricane Andrew and South Carolina's Hurricane Hugo, Goodman said.

Of the nine flood states, Missouri is closest to meeting the threshold. The state damage estimate is at \$292.5 million — \$57.18 per capita and about \$35 million short of the amount needed to qualify for the 90-10 aid, officials said.

That damage estimate does not include agricultural losses. Total flood damage for the state is estimated at \$4 billion, much of that

WHEN THE DAMAGE IS NOT ENOUGH

Typically in disaster relief packages, states pay for one quarter of the damage to public property while the federal government pays the rest. To qualify for a greater share of federal aid, states must show that the flood damage equals at least \$64 per capita. Based on current damage estimates, none of the nine flood states would qualify for extra help.

	Qualifying threshold (Population x \$64)	Current projected cost	Impact per capita
Missouri	\$327,492,672	\$292,586,000	\$57.18
Kansas	\$158,564,736	\$95,738,000	\$38.84
Minnesota	\$280,006,336	\$41,322,000	\$9.44
Wisconsin	\$313,073,216	\$28,374,000	\$5.80
Iowa	\$177,712,320	\$117,228,000	\$42.22
Illinois	\$744,358,528	\$210,116,000	\$18.07
Nebraska	\$101,016,640	\$45,842,000	\$29.04
South Dakota	\$44,544,256	\$25,004,000	\$35.03
North Dakota	\$40,883,200	\$26,965,000	\$42.21
Comparison of the impact of Hurricanes Hugo and Andrew			
Estimated total cost			
South Carolina	\$413,000,000		\$133
Florida	\$2,060,000,000		\$157

"It's going to be very helpful in easing our burden."

Chris Sifford, spokesman for Gov. Mel Carnahan

agriculture-related.

Nevertheless, Missouri Gov. Mel Carnahan said he was pleased that FEMA revamped the policy.

"It's going to be very helpful in easing our burden," said Chris Sifford, a spokesman for the governor. "We had been working under the assumption that it was going to be a 75-25 split."

Sifford said he was confident the state would reach the \$64 threshold but said officials were "crunching numbers" to determine how much of the tab Missouri will have to pick up.

Carnahan plans to call a special session of the General Assembly to figure out ways to pay for flood recovery. The date of that session is expected to be announced

Damage to public property in Kansas is estimated at \$96 million as of Sept. 1.

Governors of the nine flood-hit states have urged the Clinton administration to drop the requirement for states to match federal funds for flood aid.

Last week, the government distributed \$125 million to the nine states in an effort to establish permanent housing for flood survivors. Henry Cisneros, secretary of the U.S. Department of Housing and Urban Development, waived all state and local matching requirements normally imposed for the housing aid.

But the administration has not yet decided whether to drop the requirement on all disaster funds handed out to states for flood relief.

The government has allocated \$6.3 billion in disaster aid for the nine affected states. Damage from the flood is estimated at \$10 billion.

Federal relocation funds are limited

Disaster officials to tour flooded areas.

By MATT CAMPBELL
Staff Writer

If your house in the floodplain was washed out this summer and you want Uncle Sam to help you move to higher ground, there are two basic things to know:

The process is not going to move like lightning. And money, of course, is limited.

Disaster officials today will begin touring Missouri communities devastated by the flood to explain to local officials the rules for federal relocation aid. Stops in Platte City and St. Joseph are set for Wednesday.

Providing immediate help to flood victims is one thing. Buying them out before the next one is something else.

"The two important objectives are to break the cycle of repetitive flooding and ultimately to reduce the cost of disaster relief," Deputy Federal Coordinator Charles Biggs said Thursday in a telephone conference with more than a dozen news organizations across the state.

The Hazard Mitigation Grant Program has \$7.5 million to spend for buyouts in Missouri, and the National Flood Insurance Program has \$4.7 million a year to

spend nationwide.

"There is not a lot of money to go around," said John Carleton, Missouri officer for the hazard mitigation program. "So there is a process in which the state (emergency office) needs to review applications and determine which projects will be funded and which will not be funded."

Getting any of the money will require paperwork and patience.

"We can't expect a short turnaround on this," Biggs said. "We're talking six to nine months. It is not something that is going to happen overnight. It takes a long time to put these things together."

Some individuals and families may qualify for grants that can be used as down payments on new places to live. People can call the Federal Emergency Management Agency hotline directly: 1 (800) 853-3362.

But both of the buyout programs, hazard mitigation and flood insurance, require home-

owners to start by applying to their city or county government. They in turn submit applications to the state and federal levels.

Local involvement is required because the county or municipality must agree to take title to the vacated land and promise to keep it empty.

The flood insurance program will pay pre-flood fair market value for homes that qualify if they are already insured through the program. There is no deadline to apply.

To qualify, a home generally must have been damaged to at least 50 percent of its value. The government in the past has calculated that based on the home's market value.

But new rules coming out soon will allow local governments to choose whether to calculate loss based on market value or on replacement cost, said program officer Angela Stevens.

The deadline for local governments to submit hazard mitigation applications is Nov. 1.

Flood relief gripes get specific

Danforth hears from local officials about federal help.

By MATT CAMPBELL
Staff writer

Metropolitan political leaders coping with flood cleanup hope the clout of a U.S. senator can help them pry information out of the Federal Emergency Management Agency.

City and county leaders vented frustrations Friday at a lunch-meeting with Sen. Jack Danforth, who came to Kansas City and Riverside to talk about the flood. Their key complaint was the difficulty of getting timely and specific information about flood relief.

Platte County Presiding Commissioner Carol Tomb said agency officials had not been present to answer questions at public meetings in her county.

"People have suffered a

tremendous loss, and they've got to be angry at somebody," Tomb said. "If FEMA is not there, somebody gets it."

A team of federal officials will be in Platte City on Wednesday to explain to local leaders the procedures for buying out residents in flood plains. But that is only one of a number of areas that the leaders are interested in.

Missouri City Mayor John Turner wanted to know why people are forced to stay in motels for weeks waiting for a FEMA report on their home damage, which is necessary before any further steps can be taken.

Ray County Presiding Commissioner Curtis Proffitt wanted to know why his county couldn't get a check now based on damage estimates instead of waiting until the final report was complete.

Riverside Mayor Betty Burch said businesses in her town want

to know whether they can comply with the Americans with Disability Act as they rebuild. They've waited three weeks for an answer, she said.

Walking through Riverside after the lunch, Danforth saw some of the estimated \$70 million in flood damage to that town's businesses as well as the breached levee on the Missouri.

At the Platte Valley Industrial Park, developer John Brown told Danforth that — while many of his tenants were back in business — federal funding was needed for a long-planned levee.

"We don't want this to happen again," Brown said. "Our concern is they'll (tenants) leave after their lease expires. They won't leave with a levee in place; they might leave without one."

Danforth told Burch privately that he would check on the status of funding for the levee.

Staff writer Bill Graham contributed to this article.

Levee solution: Repair or retreat?

Agencies told to consider letting rivers have their way.

By MIKE HENDRICKS
Agriculture Writer

PA 1

ORRICK, Mo. — When the Missouri River chewed a three-quarter-mile chunk out of the levee protecting Jack Horine's farm, the Ray County farmer assumed Uncle Sam would fill the gap and put things right.

But a new federal policy has Horine

wondering.

Will the government help rebuild the levee or let his cropland become a swamp?

"They want wetlands," he grumbled. "That doesn't interest me at all. But I suppose they'll buy you out whether you want to or not."

In what some call a revolutionary policy shift, the government says it won't rebuild all the smashed levees. At the center of the policy is a belief that levees contribute to flood damage by prevent-

ing rivers from spreading out in their natural flood plain.

"The levee system actually, ironically caused much of the damage that occurred on the Mississippi," said Beth Norcross, legislative director for American Rivers, a nonprofit public interest group in Washington that would like to see rivers run free.

But farmers such as Horine represent one of the problems facing the Clinton administration. Many landowners sim-

ply don't want to budge from fertile bottom land.

At the same time, however, wetland advocates wonder whether the Clinton administration's policy is truly revolutionary, or yet another government pronouncement that sounds ambitious but changes little.

"There is no doubt it was a good shift in policy, but they ain't made it fly yet," said Ken Cook, president of the Environmental Working Group, a public-interest organization.

The U.S. Department of Agriculture, the U.S. Army Corps of Engineers and other flood-relief agencies were working out the details on alternatives to levee reconstruction last week. Their charge was a two-page directive from top policy-makers in the Clinton administration. It said that before federal agencies approved levee reconstruction they must consider alternatives that might save money and better manage flood control.

"In evaluating applications for levee repair and restoration . . . each agency shall consider, to the extent practical, nonstructural alternatives and design modifications that could provide greater local benefits of flood control, . . . lower long-term cost to the federal government and natural resource protection," said the Aug. 23 memo from the Office of Management and Budget and the Office of Environmental Policy officials.

The details of those options were being perfected even as applications for flood relief began piling up in disaster field offices through the nine-state disaster area.

For that reason, critics question whether now is a good time to re-evaluate the flood control system built up over the last 60 years.

"People in the Midwest want to get back to their homes and jobs and try to put this flood behind them," U.S. Sen. Kit Bond, a Missouri Republican, wrote in a letter to Kathleen McGinty, head of the White House's Environmental Policy Office. "An administration policy that abandons a secure system of levees for environmental experimentation along the river would jeopardize these families and communities."

Administration officials stress that they will decide quickly whether to rebuild levees. Applications will be acted on by mid-October, said Tom Wehri, a Soil Conservation Service official working on flood relief.

Program offers cash

The most controversial alternative under discussion is use of the Agriculture Department's Wetlands Reserve Program in the flood relief program. Established by the 1990 farm bill, the wetlands plan offers farmers a cash settlement for their low-lying cropland. These wetlands become homes to wildlife and serve as a natural sponge for floodwaters.

The Soil Conservation Service has \$92 million that conceivably could be used to buy out farmers in the flooded areas. Realistically, however, the money will be spread much more thinly across the whole country, Wehri said.

According to the Corps of Engineers, 1,082 of the 1,576 levees in the Missouri and Mississippi river basins failed or were topped in the floods this summer. Many of them are privately owned agricultural levees and therefore not eligible for federal disaster-relief aid.

Hundreds of levees protecting cities and farmland, however, are eligible under three programs. The corps will provide 80 cents for every dollar needed to rebuild the big, public levees that protect cities and large areas of land.

The Soil Conservation Service provides aid to restore levees that protect smaller areas — under 400 square miles — and two or more landowners.

Finally, the Federal Emergency Management Agency provides aid to rebuild special-use levees, such as flood walls specially designed to protect water treatment plants.

Factoring the economics

In reviewing flood-relief applications, bureaucrats are supposed to calculate whether it makes economic sense to rebuild levees. Those that protect cities are likely to be rebuilt automatically because the value of the real estate dwarfs the cost of repairing the levee.

Even in those cases the federal agencies are supposed to offer options to levee reconstruction. But ultimately the levee district and the landowners decide whether they want the levees rebuilt.

"We don't have any choice," said Bob Florence, a Corps of Engineers official in Earth City. Environmentalists disagree with that interpretation of law but recognize they have little power to disabuse the corps of that view.

In rural areas, the government may have more discretion. Bureaucrats can decide not to rebuild levees by determining that the levees weren't properly maintained. Or the government can decide that the farmland is worth

less than the cost of rebuilding a levee and restoring the land.

Some farmers see the program as a good way to get something out of land that was severely damaged by the floods, said Terry Buker, a spokesman for the Missouri Farm Bureau.

"There's going to be quite a bit of land out there that isn't going to be suitable for farming," Buker said. "Some farmers are certainly

repairs on their own.

The Missouri River cut a new course through Horine's land. Of his 4,000 acres, 3,700 were either damaged or still under water.

"I don't think we could ever fix it by ourselves," he said.

Bruce Hannon, a University of Illinois professor and critic of the current levee system, said the taxpayers would be better served if the rich bottom land once again

going to be interested in sitting down and talking about an alternative."

But others fear that the government, in determining land values, will purposely calculate on the side of not rebuilding levees. While the Wetlands Reserve Program is purely voluntary, farmers like Jack Horine may feel they have little choice but to enroll when the alternative is making the

was surrendered to the rivers.

After every big flood, the government rebuilds the levees, restores the land and once again opens up the faucet of federal dollars that prop up farmers on the hills and in the river valleys alike.

"We're paying billions of dollars a year for farm programs," Hannon said. "We've bought these farms many times before. Let's buy them one last time."

Cost can be finessed in repairs

**Federal money
may pay for it all,
the critics complain.**

With the right mix of programs, levee districts can get the federal government to pay the entire cost of rebuilding river levees.

But critics of federal flood relief efforts say the practice undermines policies designed to make local governments pay their fair share.

The U.S. Army Corps of Engineers pays up to 80 percent to repair big public levees. The Soil Conservation Service, which can help rebuild small levees, and the Federal Emergency Management Agency provide 75 percent of the cost of repair.

But Hugh Ward, a FEMA official at the Disaster Field Office in Earth City, Mo., said federal funds could be used to cover the local matching dollars as long as they went through a middleman, such as state government. An example of that is the federal Community Development Block Grant program, he said.

"These shenanigans they are pulling on local cost sharing should be stopped," said University of Illinois Professor Bruce Hannon, a critic of the repair programs.

Helping hands converge on town in need

By ALAN BAVLEY

Staff Writer

Missouri City may have only 348 residents, but you'd never know it by visiting their elementary school.

In the past couple months, hundreds of people from across the nation have come to this flood-ravaged river town northeast of Kansas City to help repair its school and stayed to mend its damaged homes and businesses.

Labor Day was no exception.

The old gray, stone school building buzzed as more than 50 men, women and children put up Sheetrock, plastered and painted walls, scrubbed furniture and swept floors in preparation for the first day of classes Thursday.

"It will be ready. I'm not worried about that," said Tamara Beltramo, who teaches

second and third grade.

It will if Earl Love has anything to do with it. The retired accountant from Shawnee saw the school on television and decided to help. He's been working there a couple of days a week for the past month, replacing electrical outlets and fixing plumbing.

"God gave me the ability to do things. So why not help," Love said. "You've got to do what you can."

Beltramo expects the school will become a sanctuary for many of its roughly 100 stu-

dents whose lives have been disrupted for most of the summer by the flood.

"I think they're excited to be coming here," she said. "Having school is something that's fun — and safe and calm."

Of about 140 homes in Missouri City, 68 were damaged by floodwaters. So was the post office, two lodge halls and several businesses.

During the flooding, the school was accessible only by boat. About 8 inches of water stood in every classroom and more than 2 feet of water stood in the gym.

The town sent out pleas through television and other media. Volunteers responded from towns and cities in Illinois, Pennsylva-

nia, Indiana and Texas.

A group of students from Utah came to town and tore out walls and flooring that stank from contaminated water. The town of Earlington, Ky., adopted Missouri City and supplied wallboard, paint and building materials for the school.

"I like to think it's because this is a good little town. Make that great little town," Mayor John Turner said.

The school became the headquarters for flood relief. Residents got their meals at the school cafeteria and washed in the restrooms.

"Somebody needed help cleaning their house, we sent them volunteers who were at the school," Turner said.

Pupils in kindergarten through

the third grade will be returning to school this week, but pupils in the fourth through eighth grades will be bused to a nearby industrial park, where W.W. Grainger Inc. is providing space until repairs are complete.

"Grainger's been wonderful," said Superintendent Mary Ann Benner, also the school principal. "Everybody is making us feel so welcome."

Much work remains before Missouri City and its school recover.

Most books and school records were saved, but rusting file cabinets, water-logged refrigerators and warped desks have to be replaced.

The flood did at least \$70,000 damage to the school, which wasn't covered by flood insurance.

"We're such a small school and have such a tight, tight budget. It was a chance we took and we lost," said school board secretary Barbara Bement.

She said the school had applied to the Federal Emergency Management Agency for help. But even if FEMA doesn't come through, she is certain the town won't let its school get into financial trouble.

Years ago when the school was damaged by fire, the town rallied and raised the money to rebuild, Bement recalled.

"It's incredible what we've been through," she said. "And we've survived."

Staff Writer Leslie Tatum contributed to this article.

Flood gone, reminders stay in Levasy

By GREG CLARK
Staff Writer

Reminders linger in Levasy that homes and farms recently slumbered beneath murky, green water.

Weeds sprout atop a crescent-shaped makeshift levee, carved hastily from a soybean field. An unused pile of sand and a few scattered sandbags sit at Main and Short streets. Nearby, orange and white traffic barriers — no longer needed — rest alongside the road. Everywhere, mud overwhelms once-green lawns.

The 235 residents of this Missouri River town in eastern Jackson County are struggling to wipe away the grimy aftermath of the Flood of '93. But they can't wipe it from their consciousness.

There are too many reminders, too much hurt and too much work to be done.

"We're still living in a camping trailer," Linda O'Neal said of her six-member family. "We're waiting for the insurance to get settled up."

Mayor James Fitzpatrick said nobody has compiled a city damage estimate, but he is hoping eventually to apply for government aid.

"We're working on getting a new levee on the east side," he said. "The U.S. Army Corps of Engineers has to make an appraisal."

Meanwhile, residents who were flooded are trying to put their lives in order. For many, precious belongings cannot be salvaged.

The front yard at O'Neal's three-bedroom house contains a small mountain of soggy books and an old piano.

"We went to move the piano, and it fell apart," O'Neal said.

In the garage, brown water left marks 4 feet 9 inches high on the

walls. In the house, the water stains reached up 18 inches. Floodwater buckled hardwood floors, warped cabinets, crumbled walls and ruined furniture.

"I've got a dresser over 100 years old that belonged to my great-great-grandmother," O'Neal said. "It buckled up pretty good."

Out back, the flood lifted the family's speedboat off a trailer

and deposited it atop a short wall that surrounds their patio.

Still, O'Neal said the situation could have been worse.

"We were lucky. We didn't have a lot of mud, just a thin 'skin,'" she said. "Several others had lots of mud in their houses."

O'Neal said a contractor should begin repairs in a few weeks.

"We have flood insurance,"

she said. "We wouldn't live here without it."

But the insurance won't be enough to redo the house, she said. O'Neal is counting on the Federal Emergency Management Agency to make up the difference.

For next-door neighbor Cleve Bellamy, FEMA is the only hope. He didn't insure his mobile home against flooding.

"I just lost everything," he said.

Paneling buckled throughout his house. Water never reached the roof, but ceiling tiles still warped because of high humidity.

Bugs invaded the town after floodwaters receded, making life even more miserable.

"The mosquitoes were so bad you couldn't walk through them," Bellamy said. "Your headlights couldn't even focus through them."

Despite problems, few Levasy residents plan to move. Store owner Jerry Friedrich said most couldn't leave, even if they wanted to.

"How are you going to sell something like a flood-damaged home?" he asked. "You can't."

So residents resolutely go about cleaning.

"I cried maybe one day," O'Neal said. "What good does it do? It won't make it all right. You just have to get to work."

Flood brings people together at shelters

A Red Cross site in Atchison is the last to close in Kansas and Missouri.

By CHERYL W. THOMPSON
National Correspondent

ATCHISON, Kan.—The two women chatted like old friends who hadn't seen each other in years, while toddlers crouched nearby on the floor, crayons and coloring books sprawled around them.

Two months ago, the women were brought together as strangers. This week, they will separate as friends. Their bonds formed when floodwaters forced them into a gray building atop a hill in Atchison.

Since early July, the old dormitory at Mount St. Scholastica Academy has been home to more than 150 victims of the floods.

Today, the shelter — the last one operated by the Red Cross in Kansas and Missouri — will close, signaling that life is returning to normal for thousands of Midwesterners devastated by the floods.

Still, for many of those leaving the shelter, the closing is bittersweet.

"I met people at the shelter I will probably be friends with for life," said Margaret Adcock, who moved Thursday into a rented house in Atchison. "But I'm tickled to be moving into my own home."

Adcock, a small, brown-haired woman whose distinct drawl reveals her Texas roots, moved her family and her into the shelter. See FLOODING, C-2, Col. 4

after floodwaters destroyed their Bean Lake mobile home. They are waiting for financial assistance from the Federal Emergency Management Agency but were given enough money by the Red Cross to pay the first month's rent, buy clothing, appliances and other items.

The Red Cross has distributed more than \$3 million in grants to 9,058 families affected by the flood, according to the organization's national headquarters in Washington.

"I don't know what we would have done without the Red Cross," she said. "We just can't seem to get anything from FEMA. They're real slow."

Adcock initially didn't want to move into a shelter but was forced to because her family couldn't afford a hotel and apartments were scarce around Atchison.

"It was really rough for the first couple of weeks," said Adcock, who works for a company that makes mops. "But everyone made

us feel at home as much as possible."

Many of the 6,300 flood victims who stayed at the 35 Red Cross flood shelters throughout Missouri and Kansas kept to themselves, but those at the Atchison shelter became fast friends.

"We all kind of comforted each other," Adcock said. "Everyone has been real nice."

During their stay at the shelter, Adcock said, the residents helped celebrate her granddaughter's first birthday and cheered as the baby took her first steps.

"Everyone got along real well," said Betty Albert, who arrived at the shelter two months ago with her son and daughter-in-law.

Albert, whose Sugar Lake home of nine years was one of 1,347 Kansas homes destroyed by floodwaters, said that she was reluctant to move into the shelter but that she had nowhere else to go.

"I never expected it to be like this," added Albert, who plans to move into a home she bought in Atchison. "Some of us got to be very dear friends."

FEMA relaxes insurance rules for flood plains

Some rebuilt homes won't need to be raised.

By BILL GRAHAM
Staff Writer

P-B/

The Federal Emergency Management Agency is relaxing its flood insurance rules, a move that should allow more homeowners to rebuild in flood-prone areas.

Under the change, community zoning officials will have the option of using replacement cost rather than market value in assessing flood-damaged homes, while remaining eligible for federal flood insurance.

"Most of our people are glad about it," said Lulabelle Baker,

city clerk of Hardin, which was hit hard by flooding.

But some local FEMA officials, charged with enforcing flood plain ordinances, argue that the relaxed rules could cost taxpayers more in the long run.

"I think it's a change for the worse," said Ron McCabe, acting bureau chief for the Natural Hazards Division of the agency in the Kansas City region.

"The simple fact is, it's going to make it easier for people with flood damage to move right back in at the same elevations as before," McCabe said. "The sites will be flooded again, and you and I are going to pay more and more

See FEMA, B-4, Col. 5

money to bail them out again."

Officials in flooded cities such as Hardin say they were concerned that many residents might leave because of the old federal guidelines. The rules required homes with more than 50 percent of their market value damaged by flooding to be raised above the 100-year flood plain.

Baker said some of Hardin's 600 residents couldn't afford the additional construction costs.

"This is letting a lot of them go back in that wouldn't be able to otherwise," Baker said. "We're a small enough town without losing people."

Since the replacement costs of rebuilding a home generally are higher than its market value before flooding, the rule change means fewer property owners will have to elevate their homes.

For example, under the old rules, \$20,000 in damage would force the owner of a home with a market value of \$40,000 to pay more to build a new foundation and elevate the structure.

Under the new rules, if the same \$40,000 home's replacement value was \$50,000, the elevation requirement wouldn't apply because the \$20,000 in damage would be less than 50 percent of its replacement value.

Communities still have the option of using market value to determine damage. But McCabe said most elected officials probably will provide as much help as they can to residents, so they'll use replacement costs instead.

The change was announced in a memo issued Sept. 3 by agency of-

ficials in Washington.

"Really, it's a modification of the rules," said spokesman Kevin Healey of the agency's office in St. Louis.

Healey said Illinois officials pressed the agency for the modification. Missouri residents then sought the same ruling.

Conservation groups also are upset, arguing that rebuilding in flood-prone areas is unwise.

"FEMA has used a technical change to make a substantial policy decision," said Scott Faber, a spokesman for American Rivers, a national river conservation group. The group has argued that taxpayers should not pay to rebuild some levees and structures in frequently flooded areas.

Faber acknowledged that the agency has been under intense political pressure to relax the rules.

"But they have to do more than give in and put people back in harm's way," he said.

Platte County officials learned of the policy change on Thursday. But they haven't decided whether to adopt the new guidelines, said John Benson, public works director for the county.

Benson said many residents in flood-prone communities, such as Bean Lake, have complained about the old rules and would like to move back into their homes without elevating them.

Yet he's concerned about fairness to property owners who already have elevated structures. Taxpayers who live on high ground also are complaining.

"They don't want their tax money paying for future floods, over and over," Benson said.

Repair fund bid reduced

**Carnahan revises his
request after Washington
offers more for repairs.**

By WILL SENTELL
Jefferson City Correspondent

P A 1

JEFFERSON CITY — Gov. Mel Carnahan proposed a \$16 million flood-relief package Wednesday, a plan much less costly than earlier estimates and one that Carnahan said can be financed without major headaches.

The reduced estimate stems from an announcement Tuesday that the federal government now will pay 90 percent of the cost to repair public facilities. The government originally would have paid 75 percent of the cost, but the state's damage estimates have exceeded a threshold of \$64 per resident set by the Federal Emergency Management Agency.

"This enhanced federal assistance will save Missourians millions of dollars in flood recovery costs," Carnahan told lawmakers as they opened a special session of the General Assembly.

"It is clear we can pay these costs out of existing revenues and without additional taxes, and that is what I am calling on you to do," he said.

Carnahan opened his remarks by recognizing the efforts of Missourians during the summer floods and the trauma they

suffered.

"The people of Missouri are strong and resilient," Carnahan told a joint session of lawmakers. "But this is not a tragedy we will recover from quickly. The effects of this disaster will be with us for a long time. And the lives of a great many Missourians have been changed forever."

House and Senate leaders generally praised the governor's plan and said the General Assembly might finish its special session next week. Others said it does too little for individuals hurt by the flood.

The \$16 million damage cost Carnahan announced Wednesday is about half the \$30.4 million general revenue tab the governor and lawmakers earlier faced.

Carnahan dropped his earlier proposal to seek voter approval for up to \$50 million in bonds for flood repairs, including a new women's prison.

He also shelved a plan to convert two state funds into one for emergencies.

Instead, Carnahan proposed that the state:

- Borrow \$16 million from the state's rainy day fund for flood repairs and replenish that source next year. The fund now has about \$24 million.

He said he would ask legislators for new appropriations to the fund starting in fiscal year 1996.

- Spend \$750,000 to begin plans for a new women's prison, possibly in the St. Louis area, to replace the Renz Correctional Center near Jefferson City, which was heavily damaged by floods.

He pointedly criticized a proposal by Senate leaders for the state to buy the campus of bankrupt Tarkio College and convert it into a temporary women's prison.

"We do not need another temporary solution," Carnahan said.

State Corrections Director Dora Schriro, who also opposes the Tarkio plan, endorsed Carnahan's proposal.

"It's a terrific plan," she said.

The 373 inmates who were at Renz have been moved to the Central Missouri Correctional Center near Jefferson City and the Chillicothe Correctional Center.

State officials won permission from a federal court to exceed a court-ordered ceiling at the Central Missouri prison because of the flood.

Schriro said use of work-release programs and other steps also have eased crowding sparked by the loss of Renz.

Carnahan also urged lawmakers to join him in seeking federal approval to waive the five-day waiting period for those who bought federal flood insurance just before the flood and said he is creating a task force to make recommendations on highway and levee replacements.

The \$16 million includes \$7.5

million to repair roads, levees, ports and airports; \$3.4 million for individual and family grants; and \$800,000 in National Guard costs.

House Speaker Bob Griffin of Cameron praised the governor's prison package and predicted lawmakers could finish by next Thursday.

But proposals other than the governor's package surfaced Wednesday.

Griffin said he plans to push a bill designed to speed up state highway construction financed by last year's law to gradually increase Missouri's gas tax by 6 cents a gallon.

Some senators, including Republican leader Franc Flotron of St. Louis County, have proposed

allowing taxpayers to take credit against their 1993 taxes for a portion of their flood-related damages.

Meanwhile, a coalition that includes the Missouri AFL-CIO, the Missouri Catholic Conference and the Missouri Association of Social Welfare criticized Carnahan's plan.

Money spent now for flood repairs will eventually hurt state aid for human services and fails to address the state's growing housing shortage, the group said.

The state Housing Development Commission chief told a Senate committee that flooding forced 30,000 Missourians from their homes, and about half of them remain displaced.

Richard Grose also told the Senate Insurance and Housing Committee on Wednesday that the flooding caused at least \$600 million in housing losses throughout the state, with nearly one-fourth of that in St. Charles County.

About half of the people driven from their homes by high water remain displaced, staying with friends and relatives or in temporary quarters, said Grose, executive director of the Kansas City-based commission.

"When you look at the extent of the damage, it's mind-boggling," Grose told the committee.

The Associated Press contributed to this article.

Missouri is a leader in claims

Damage to same property from more than one flood is higher than in most states.

By BILL NORTON
Staff Writer

Missouri's flood-plain management program is so toothless that its residents have logged more repeated federal flood insurance claims than citizens in all but four other states.

Counting claims made over the last 15 years, Missouri ranks behind Louisiana, Texas, New York and New Jersey in the number of multiple claims filed with the National Flood Insurance Program. Multiple claims means filing at least twice on the same property.

Ron McCabe, the federal official assigned to ensure that Missouri complies with national flood insurance rules, complained: "There is no state flood-plain management program (in Missouri). If they had a state regulatory program, then some of these things would be taken care of. We're just beating our brains out here."

What Missouri needs to do, he said, is enact rules that require people repeatedly victimized by heavy flooding

THE PROBLEM

Missouri has not firmly required residents of flood-prone areas to elevate their homes or move to qualify for flood insurance.

either to elevate their homes above 100-year flood levels or move if they expect to qualify for federal flood insurance.

Flood-plain regulation now is left to local officials, who sometimes are reluctant to force their constituents to comply.

Recognizing that Missouri has severe problems with flood-plain management, Gov. Mel Carnahan convened a meeting of selected Cabinet officers in August to discuss the issue. And a federal-state panel evaluating emergency response to this summer's flooding is expected to propose dramatic changes in how the state regulates its flood plains.

What catapults Missouri into the top
See **MISSOURI, A-15**, Col. 1

five states are the Missouri and Mississippi rivers, which carve nearly 1,000 miles of rivers in the state.

"You could say Missouri is No. 1 in the United States in terms of riverine flooding," said McCabe, natural hazards specialist for the Federal Emergency Management Agency in Kansas City.

Since 1978, Missourians have been paid about \$121 million in federal flood insurance benefits. Nearly 63 percent of that — \$76.5 million — was paid on nearly 2,900 properties that have flooded repeatedly.

The figures do not include claims from this summer's flooding, which are not yet completed.

Unlike car or homeowner insurance, flood insurance premiums do not go up no matter how many times a policyholder files claims for flood losses. And unless state or local governments rigidly enforce federal flood insurance regulations, no one is forced to move.

Other Midwestern states, including Iowa, Illinois, Wisconsin, Minnesota and Nebraska, impose rules that communities must follow governing flood-plain development, said Larry Larson, executive director of the Association of Floodplain Managers.

In Wisconsin, for example, all new homes must be built with their lowest floor, even a basement, at least two feet higher than anticipated 100-year flood levels.

As a result, repeated claims have been filed on only 66 buildings in that state since the insurance program began in 1978.

Steve McIntosh, director of the water resources program for the Missouri Department of Natural Resources, said the state's program is mainly one of education and information.

"We have no capability to enact our own rules and regulations," he said.

The federal-state panel that met Tuesday is expected to recommend that the state match or exceed federal rules which require buildings in flood plains to be elevated above the 100-year flood level.

McIntosh said another reason for the state's prominence in the rankings is its miles of major rivers.

"There's a lot of states that have more stream miles," he said, "but we've got more potential for flooding with the Mighty Mo and the Mississippi, with Kansas City and St. Louis sitting right down off the rivers."

In Missouri, as elsewhere, FEMA's rules are aimed at reducing the number of times taxpayers are called on to bail out landowners whose land floods time after time. The agency uses what McIntosh calls a "carrot and stick" approach to prod counties and cities to act.

"The carrot is your community (or county) can qualify for flood insurance," McIntosh said. The stick: to deny a community enrollment in the program if it doesn't follow the rules. If that happens, then home buyers in flood plains won't qualify for federally backed mortgages. Whole communities can be kicked out of the program. If that happens, no one in the city is eligible for flood insurance.

In addition, communities can be denied public disaster assistance to replace roads and bridges and to redo community buildings.

Since 1981, FEMA has suspended 11 Missouri towns, none in the Kansas City area, for not adhering to flood insurance rules.

Said McCabe: "Their attitude is they don't want to make their people spend any more money than they have to."

In the aftermath of Hurricane Andrew in south Florida a year ago, public officials there complained loudly to FEMA when they found themselves telling neighbors they would have to spend \$30,000 to \$70,000 out of their own pockets.

That is why McIntosh favors injecting the state as another level in the flood control bureaucracy to serve as sort of a referee.

"You've got people (public officials) now where large portions of the counties and towns are under water and they've got to tell people to raise their homes nine feet higher," he said. "It's a difficult thing to do to your friends."

If it were up to McIntosh, the state would assume that unpleasant task, as Wisconsin and Minnesota have.

"I think the state's emphasis should be in prevention," he said.

"If we had (more) state appropriations, and if we had adequate staffing, we could assist local people in buying people out of the flood plain."

A measure of Missouri's lack of control in the flood plains is the \$76.5 million paid in repetitive losses since 1978 on 2,861 properties. In St. Charles County, 25 flood insurance claims have been paid on just one piece of property.

If a building is insured under

the program, the flood insurance program has no choice but to pay claims when the structures' repair

costs amount to 50 percent or less of either their preflood market value or their replacement value.

A state senator, 43 percent of whose district is in a flood plain, acknowledges the problem of repeated flood insurance losses.

"Most of the losses are to these people who live right along the river bank," said Sen. Steven Ehlmann, a St. Charles Republican. "You wonder how many times these people (taxpayers) are going to be asked to rebuild those structures."

As of June, before severe flooding hit, the average federal flood insurance premium in Missouri was \$294. By contrast, the average loss was \$6,220. Since 1978, Missourians have taken \$2 out of the flood insurance program for every \$1 they have put in. Local FEMA officials say that money comes from a national pool of policyholder premiums and federal tax dollars, but FEMA officials in Washington say the program pays for itself from premiums.

McCabe hoped that the devastation from the spring and summer floods would cause people to reconsider living near waterways prone to rising.

"I really thought that after this (flood) event, people would understand what they're dealing with in terms of flood damage and

repetitive losses.

"But it seems like every day I talk to these people who act like this (flood) didn't happen. They want to go right back in there."

And let the government pick up the tab.

"When is the cycle of damage going to end?" McCabe asked.

The Carnahan administration says it is studying the problem.

"We're going to take a look at the issue from top to bottom,"

said Chris Sifford, the governor's press aide, "and see how we can do a better job and see how we can reduce some of the incredible loss that we've experienced."

FLOODED REPEATEDLY



Even before this summer's floods, Missouri topped its Midwestern neighbors in the number of repeated claims filed with the National Flood Insurance Program. Here is a look at where the Show Me State stands in terms of the number of buildings flooded two or more times, the total number of repeat claims, and how much has been paid to policyholders since 1978 when the flood insurance program began.

State	No. of buildings repeatedly flooded	No. of repeat claims	Total losses since 1978
MISSOURI	2,861	18,750	\$76,453,471
Illinois	2,114	6,155	\$45,495,914
Minnesota	228	673	\$5,812,486
Nebraska	190	471	\$4,209,040
Kansas	171	413	\$4,724,130
North Dakota	154	762	\$4,918,707
Iowa	120	269	\$3,677,603
Wisconsin	66	183	\$948,188
South Dakota	13	27	\$159,162
TOTAL	5,917	47,703	\$156,489,701

Source: National Flood Insurance Program

The Star

SEP 23 1993

Kansas gets more flood aid

**Federal money to pay
90 percent of repairs.
Missouri qualifies, too.**

By ANDREW C. MILLER
Washington Correspondent

PA7

WASHINGTON — President Clinton opened the government's flood relief spigot wider on Wednesday, qualifying Kansas and seven other states for additional federal aid to help repair damaged public facilities.

With the new policy, the states will be reimbursed for 90 percent of the flood damage to facilities such as roads or government buildings instead of 75 percent.

Missouri already had learned it would qualify for the higher reimbursement under a previous standard. But as it became clear this summer that the other states might not reach that standard, their complaints led to the new, more generous policy.

"The scope of this disaster is so great that it has the potential to have a dampening effect on our entire national economy, and we must respond accordingly," Clinton said in a statement.

Over the nine-state region, the government's bill will rise from \$390.5 million to \$468.6 million, officials with the Federal Emergency Management Agency said. They stressed that updated damage estimates could send the bill higher.

The money will go to state and local governments and non-profit organizations to repair roads, bridges, utilities, government buildings or university buildings. It does not apply to individuals.

At the 90 percent level, the government will pay \$112.5 million in Missouri and \$68.4 million in Kansas, FEMA officials said. Illinois will receive the most, \$144 million. The other states affected are Iowa, Nebraska, North Dakota, South Dakota, Minnesota and Wisconsin.

Clinton said flood relief should not be viewed as local assistance only.

"The extraordinary duration and force of the floods caused an unprecedented degree of damage to the economies in the Midwest — damage that will take dozens of months and billions of dollars to repair," he said. "And as I pledged, the federal government will not leave the people of the Midwest to handle this alone."

Under the old two-part standard, states were reimbursed 75 percent of the damage to state and local governments. If they could prove that the damage exceeded \$64 for each resident of the state, they qualified for 90 percent reimbursement.

The new policy adds a regional approach, said Morrie Goodman, a FEMA spokesman. If the overall damage amounts to 0.1 percent of the gross domestic product, the federal government will reimburse states for 90 percent of the damage.

The latest calculations put flood damage at \$7.6 billion, or 0.12 percent of the gross domestic product.

Kansas Gov. Joan Finney was one of several Midwest officials who asked for greater relief.

Missouri Gov. Mel Carnahan was told informally last week that Missouri's damage estimate was nudging so close to the \$64 threshold that it was clear the state would qualify for 90 percent under the previous rules.

Yet as Missouri edged closer this summer, other states and their congressional delegations began campaigning for new cost-sharing rules.

Illinois Gov. Jim Edgar specifically asked Clinton this month to reverse the policy because it would give Missouri 90 percent and Illinois 75 percent.

"As someone who strongly urged the president to reconsider a previous decision that would have penalized Illinois, I commend him for his action and sincerely appreciate his willingness to consider our case," Edgar said.

Flood buyouts offered

**Local governments
hope to move residents
out of low-lying areas.**

By BILL GRAHAM
Staff Writer

PC

As Platte River floodwaters began rising around Tracy again Friday, homeowner Tarlton Crump sounded what may become a rallying cry in low-lying river areas.

"What they ought to do is buy this whole block out and make a park out of it," Crump said.

Crump, 62, has lived 43 years in the same house in Tracy. He's been flooded out several times — twice already this summer. With the rains Friday, a third flood was threatening.

"That would be the greatest thing in the world if they would spend the money and get these people out of here," Crump said. "If they would give us a decent price."

"They" is Uncle Sam.

So far, Tracy isn't taking part in any of the federal "buyout programs" aimed at moving people out of flood-prone areas. But local governments elsewhere in Missouri and Kansas — tired of the endless cycle of flooding and rebuilding — are beginning to take a hard look.

"We have to take aggressive steps to get people out of flood plains if they want out," said Scott Faber, a spokesman for American Rivers, a national conservation group.

The Federal Emergency Management Agency will pay pre-flood market values to property owners who can then move and save taxpayers the cost of disaster relief in future floods. Under the program, buildings are razed and the land is made available for wet-

lands or park use.

But it may take more than money to persuade some people to move from a lifetime in the flood plains.

"Everybody around here, this is all they've got," said Tracy City Clerk Judie Purvis. "Many of them were raised here, and they just flat don't want to leave."

So far, 14 of the 15 families evacuated during earlier flooding plan to stay and many already had moved back in. But the high water Friday forced some out again, including Mayor Lella Robker.

"I'm trying to get my car out of here before I lose another one," Robker said before hurriedly driving away. "This water is really coming up fast."

Unlike Tracy, two Kansas City area counties are aggressively pursuing buyouts:

■ Platte County officials have met with Bean Lake area residents to discuss buying 130 houses, cabins and mobile homes surrounding the lake. Applications are being readied for all federal and state programs that might offer the estimated \$3.5 million necessary.

Bean Lake homeowners, too, were nervously watching waters rise at nearby Sugar Lake as the swollen Missouri River again was pouring water through a levee break upstream near Atchison, Kan.

Bean Lake homes also were flooded last year and in 1984.

■ Kansas City, Kan., and Wyandotte County officials hope to relocate more than 60 homes and three businesses with federal buyouts. Most of the homes are in the city's Wolcott area.

Micky Davis, the county's emergency management director, said under FEMA guidelines some

property owners would have to raise their homes 10 to 15 feet above the 100-year flood plain.

Some are having trouble raising enough money to make those repairs. Without a buyout, Davis said, "they'd have a tough time getting into permanent housing and getting on with their lives."

The county has applied to the Kansas Emergency Management Agency for funds through the Hazard Mitigation Grant Program. State agencies will administer the federal program.

But residents are frustrated by delays and concerned that the county is trying to grab future parkland, according to Davis. He said the property would be left vacant for now.

"The problem is what people are going to get if you don't do anything ... some people might have trouble relocating at all."

Ron McCabe, acting bureau chief for FEMA's Natural Hazards Division in the Kansas City region, said federal officials are hoping more communities will take advantage of the buyouts.

"Some of these people have been flooded numerous times," McCabe said.

Hazard mitigation grants pay half the cost of buying a home; state and local governments pay the rest. Community development block grants from federal sources can be used for the local match. A bill in Congress would raise the federal match to the 75 percent to 90 percent range.

■ Another buyout program is tied to National Flood Insurance. Insurance money would be used for purchasing the property instead of making repairs.

While most buyouts involve willing sellers, Platte County has not ruled out using condemnation at Bean Lake, said Presiding

County Commissioner Carol Tomb.

Under consideration is acquiring the lake property first, then selling or donating it to the Missouri Department of Conservation. Conservation officials said, however, that they only want the property if sales are voluntary because the agency's policy is to avoid condemnation.

Several Bean Lake residents said they don't want to sell under any circumstances. Others are concerned that if they do sell, they may lose home equity and a lakeside lifestyle they enjoy.

"I don't think I'd get what my property is worth," said Richard Cecil, 48. Cecil already has moved back into his flood-damaged Bean Lake home as he continues restoration work.

"What are we supposed to do while they're deciding about the buyout?" he asked. "I can't afford to rent. People like it here. If they were talking buyout when we first came back, it would have looked good. Once we're back in, most of the hard work is done."

Still, some Bean Lake residents are intrigued by a buyout option.

"I don't think it's a bad idea," said Burton Cave, 55, who has yet to rebuild. "My main concern is, I don't want to go through this again."

James and Janette Thorne are afraid they won't be able to recoup four years of hard work on their lakeside home. They're already rebuilding.

"We love it up here," James Thorne said.

Yet, Janette Thorne added, "Every time it rains, you know it could flood again. If we could pay our mortgage off and have enough money to relocate, I'd go for it."

THE WASHINGTON POST

Tornadoes Deemed Short of Disaster

Tornadoes that swept through Virginia last month did not cause enough damage to merit federal disaster relief, the Federal Emergency Management Agency said yesterday.

Gov. L. Douglas Wilder, who had asked for a federal disaster declaration three weeks ago, said he was disappointed by FEMA's decision. "It is clear that FEMA does not have a full appreciation of the extent of the damage and the impact on the communities affected," Wilder said in a news release.

The tornadoes on Aug. 6 caused four deaths, more than 200 injuries and nearly \$50 million in damage. The tri-city area of Petersburg, Colonial Heights and Hopewell, just south of Richmond, was hit hardest.

"Petersburg is one of the most distressed communities in the state," City Manager Valerie Lemmie said in a telephone interview. "This was our status prior to the tornado. We don't have the resources to recover on our own."

Three of the deaths occurred in Colonial Heights, where the twister sliced open a Wal-Mart.

In a letter to Wilder, FEMA Director James L. Witt said that "based on our review of findings [made by federal, state and local governments], we have concluded that the impacts of this event are not of the severity and magnitude that warrant a major disaster declaration."

Witt said "the recent tornadoes have placed a significant financial burden on the city of Petersburg; however, the impact does not appear to exceed the combined capabilities and resources of both the state and local governments. . . ."

Midwest's Flood Tab: 10-25% of Losses

Associated Press

The Clinton administration announced plans yesterday for distributing aid to the flood-ravaged Midwest, saying states and local governments will have to pick up between 10 and 25 percent of the cost.

One Republican governor, Terry E. Branstad of Iowa, accused President Clinton of reneging on a promise to pay for all the losses.

A formula announced by the Federal Emergency Management Agency would require the federal government to pay 90 percent of the cost of damage to public facilities—but only if a state's total losses exceed \$64 per person. None of the nine midwestern states so far has met that standard.

The federal government would pay 75 percent of the cost for any state with less than \$64 in damage per resident.

Branstad said Clinton had led him to believe the federal government would pay all the costs.

"It's certainly better than nothing, but it's not what the president promised," Branstad said. "We hope this isn't the last we hear of it."

He said Iowa will be forced to come up with \$70 million it does not have even if, as expected, the state's losses exceed \$64 per person.

North Dakota Gov. Edward T. Schafer, also a Republican, said his state expected all along it would be required to pay 25 percent.

"It's disappointing that they're not going higher. But here, for our financial planning, we've always looked at 75-25," he said.

Administration officials attending a "flood summit" in Des Moines last week said the president probably would waive the requirement that states and communities pay a fourth of the cleanup costs. But it is unclear whether the promised waiver would be unconditional.

FEMA said the administration is keeping its word to increase the level of aid for the most needy.

"The intent here is to relieve the burden on catastrophic disasters, those hardest hit," said FEMA spokesman Morrie Goodman.

He said the \$64 threshold is the same applied to victims of Hurricanes Hugo and Andrew.

The per capita loss in South Carolina from Hurricane Hugo in 1989 was \$133; the loss for Florida residents from Hurricane Andrew last year was \$157.

Documented damages in the Midwest so far do not approach those figures, FEMA said. And Goodman said it is unclear whether any of the midwestern states will qualify for the 90-10 aid once all the damage is added up.

Congress approved a \$5.7 billion aid package for the midwestern states. Total flood damage is estimated at more than \$10 billion. Officials of midwestern states expect to ask Congress for more money later and may consider tax increases and budget cuts to help pay for repairs.

Noah's Architecture: Let's Not Rebuild on the Flood Plain

By William Becker *CB*

AS THE waters recede from the Great Flood of 1993, the river dwellers of the Midwest will feel compelled to return to the flood plain, cleaning away the muck and rebuilding their homes and businesses. They will be drawn back by tradition, by the magnetism of the rivers and by the conviction that they have no choice.

The nation will empathize with their losses and admire their grit. But is rebuilding the flood plain an act of endurance, or folly? In most cases, it would be folly.

The Great Flood leaves no doubt about the dangers of living in one of nature's highways. Even "protected" communities are not always safe. The nation's flood-control record is riddled with tragic examples of how easily nature fools engineers. In 1972, a storm dumped 14 inches of rain in four hours into the Rapid Creek drainage basin above Rapid City, S.D., killing 238 people and destroying more than 1,000 homes and businesses despite the protection of a flood-control dam. In 1976, the 3,000-foot-long Teton Dam above Idaho Falls, Idaho, burst and inundated 400,000 acres of land at a cost of more than \$1 billion. In 1977, a 12-inch rainfall ruptured a half dozen earthen dams near Johnstown, Pa., causing floods that killed 78 people. This summer, Midwest levees actually held water inside some communities, turning them into lakes, and dikes often exacerbated flooding downriver by preventing the water from spreading and slowing.

Nevertheless, it's likely that taxpayers will again contribute billions more dollars to restore levees, buildings, bridges, roads, water treatment plants

William Becker is former publisher of the Soldiers Grove weekly newspaper and was a principal advocate of the village's relocation. He now lives in Washington.

and other public infrastructure within the flood plains. But there is an alternative.

For the last 10 years, a small village—population now 600—in the upper Mississippi River watershed has been demonstrating a 100-percent effective way to end flood disasters. Soldiers Grove, Wis., provides a glimpse of the future of national flood-prevention policy, and the future world.

Soldiers Grove was established more than a century ago on the banks of the Kickapoo River, a tributary of the Wisconsin, which in turn flows into the Mississippi. The community relied on the Kickapoo to float logs to its lumber mill and later to provide electric power. For its first 30 years, Soldiers Grove was free of floods. Upriver forests absorbed rain where it fell.

But logging and farming cleared that vegetation, resulting in an eroded watershed and a silted river bed. In 1907, Soldiers Grove had its first flood; others followed every 10 years or so. After each flood, the villagers cleared away the muck and rebuilt, often with federal assistance.

After 30 years, Soldiers Grove acknowledged that flooding was unlikely to stop and joined other Kickapoo communities in asking Congress for a flood control project. Nearly 30 years later, in 1962, Congress authorized construction of a Kickapoo system, and in 1974 the U.S. Army Corps of Engineers unveiled plans for a \$3.5 million levee around Soldiers Grove.

But the villagers shocked the corps: They rejected the offer. Over the decades, many property owners had awakened. They began doubting that any structure could tame the Kickapoo. They realized that their buildings, rotting and structurally damaged from years of flooding, were not worth the \$3.5 million investment. They recognized that flood disasters occur because people have changed the characteris-

tics of watersheds and have chosen to live, work and build in the paths of rivers.

So in early 1975 Soldiers Grove proposed that instead of building a levee, it would relocate on higher ground—homes, business district, everything in the flood plain. The project would provide secondary benefits as well: moving the municipal well from the reach of floods, rerouting roads so flood waters would no longer block fire and rescue vehicles, restoring the community's tax base.

Traditionally, the Corps of Engineers had written off relocation as "socially unacceptable." But village leaders circulated a petition and found that 30 of its 39 commercial property owners, 15 of its 22 flood-plain homeowners and five of the seven members of the Village Board supported the move. The economics also seemed good. The corps had estimated that the village suffered average annual flood damages of \$127,000. Thus, if the government's \$3.5 million contribution for a levee were spent on relocation, the move would pay itself off in 27.5 years—far better than the 100-year payback required for most flood control construction.

Initially, the corps agreed to support relocation. Months later, however, Congress imposed a moratorium on the entire Kickapoo Valley flood control project because of an environmental controversy. The corps notified the village that it could not help with relocation.

The villagers decided to keep trying. Over the next three years, they developed a \$6 million relocation plan, identified a farm field as the site for a new business district, then bought the land and extended water and sewer lines to it. But they got nowhere in seeking \$3.5 million from federal agencies—the same amount the government had planned to spend on flood control.

Then on the July Fourth weekend of 1978, the Kickapoo hit Soldiers Grove with the worst flood in its history. Six feet of water cascaded down Main Street, destroying the bank, a restaurant and other commercial buildings. To politicians and reporters, Village

President Ron Swiggum pointed out that the disaster didn't have to happen. The community had tried to move, and the federal government refused to help.

Once again federal officials offered money—this time to repair the old buildings—and once again Soldiers Grove refused it, citing an executive order issued by President Carter in May 1977. It prohibited federal agencies from helping communities develop flood plains "unless no reasonable alternative exists." Relocation was a reasonable alternative, the village argued. At last they carried the day. The next month, under pressure from the village's congressional delegation, the Department of Housing and Urban Development awarded Soldiers Grove nearly \$1 million to begin its move.

Over the next five years, Soldiers Grove built a new central business district that has attracted national attention. The village remains a humble rural community, but its heart is a cluster of about 30 solar-heated, energy-efficient, flood-free business and residential buildings. The entire downtown is handicapped-accessible. The old business district has been razed and turned into a municipal park that the Kickapoo can flood without significant damage.

By the time it was completed in 1983, the move cost about \$6.6 million, including \$4.4 million from federal agencies and nearly \$2.2 million borrowed for water and sewer lines and a new community building. But taxpayers will never send another flood-relief dollar to Soldiers Grove, and the community's enhanced tax base is helping pay its debt. Relocation has given the community a second chance and has made sure that whatever its future, it won't be killed by flooding.

There were moments in Soldiers Grove's marathon project when villagers wondered whether saving their community was worth the trouble. They persisted in part because they believed they could demonstrate

an alternative to flooding for other communities. Unfortunately, few have paid attention, and the federal government still offers no coordinated program to help a community that wishes to move and that must deal with the complicated economic, legal and social issues involved.

In the aftermath of the Great Flood, however, there are some positive signs. During a meeting Aug. 26 in Des Moines, Agriculture Secretary Mike Espy floated the idea that the government might purchase flood plain property in the Midwest and turn it into wetlands rather than rebuild damaged levees. The Federal Emergency Management Agency has identified federal programs that can help pay for relocation. A number of Midwest communities have contacted state and federal officials, inquiring about the Soldiers Grove model.

Is relocation the answer for all 22,000 of America's flood-prone communities? Of course not. But it is a viable option for far more of them than the Corps of Engineers, national policy planners and flood-plain residents acknowledge. And if relocation does prove economically or physically impossible, the community can consider other nonstructural strategies, such as guiding development away from flood plains, simply evacuating flood-prone land, restoring wetlands and improving upriver conservation practices to control runoff. Given their spotty record and high environmental costs, dams and levees should be a last resort.

Before investing in recovery, the federal government, local governments, leaders and property owners should ask a few critical questions. What will we buy with the money we pump into the Mississippi and Missouri River watershed? Will we buy another disaster? Or will we buy true protection against the next flood? Sometimes when people come into conflict with nature, it's better to move the people.

Bottomland Town Looks to the Top

Flooded Illinois Community Must Move to Preserve Itself

By Edward Walsh
Washington Post Staff Writer

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VALMEYER, Ill., Sept. 15—Small towns across America die every year, slowly giving way to outside economic forces that rob them of jobs and businesses and drive their young people away. It was different here.

The death of this community of 900 people happened swiftly, in just a few hours on the morning of Aug. 2, although not until two weeks later did Dennis Knobloch fully realize that he had become mayor of a ghost town.

From a helicopter above the scene, he had watched the murky brown waters of the Great Flood of '93 breach a Mississippi River levee north of here, swamping everything in their path, including his home and his town. He knew it was bad, but not until the water receded did the full extent of the catastrophe become clear.

"Until you get into the middle of it and in every direction you turn there is a damaged building or a damaged house, and debris lying around, it's just hard to comprehend," Knobloch said today as he eased his pick-up truck along the town's deserted streets.

Valmeyer, as Knobloch and his neighbors knew it, no longer exists. In its place are the shattered, mud-covered remains of abandoned homes and high piles of ruined furniture, appliances and other personal belongings left behind. But to Knobloch and others here, the spirit of Valmeyer has not been crushed. And next summer, in a cornfield atop a bluff about a mile east of here, they hope to see the town begin to breathe new life.

Valmeyer is moving to higher ground. At a town meeting last week, about two-thirds of the property owners in attendance voiced support for the relocation plan, already given preliminary approval by Monroe County planning officials.

The plan was put together hurriedly in a desperate attempt to preserve a community founded early in the century. "We knew we had to come up with some kind of plan to try to keep the people together," Knobloch said. "We realized that a lot of these people were going to have to go in a different direction and that, if we

didn't have plans for them to move as a group, they would go their separate ways. Then, for sure, you could say that the town died."

For now, the people of Valmeyer are scattered throughout the area, living with friends or relatives or in trailers supplied by the Federal Emergency Management Agency (FEMA). Their children attend school in makeshift classrooms in mobile-home units on the county fairgrounds in Waterloo, Ill., 10 miles east of here. The village government is headquartered in another mobile home in a park at the east end of town where town employees have adopted an abandoned cat, given the name "Flood."

On weekends, Valmeyer is crowded as residents return to pick through their belongings and clear rubble from their houses. Otherwise, said Carol Nash, an interior decorator doing volunteer work for the local government, life here is a case of "hurry up and wait"—wait for insurance adjusters to assess damage, wait for FEMA inspectors to certify eligibility for disaster-relief grants.

For a majority of residents, the only choice is to relocate, if not atop the bluff, then somewhere else.

Knobloch estimated that 60 percent of houses here incurred at least 50 percent damage. Under federal and local flood-plain regulations, they cannot be repaired or rebuilt. And while FEMA has agreed to a brief relaxation of re-

building regulations later this year, allowing more people to stay where they are, a more attractive alternative may be the federal agency's buyout program that would pay qualifying homeowners the market value of their homes minus flood-insurance proceeds to begin anew in another location.

"It just doesn't make financial sense to rebuild where they are," said George Andres, director of planning for the Southwestern Illinois Planning Commission. "People see it as a once-in-a-lifetime chance for federal assistance to get this thing done. There's a feeling we ought to seize the opportunity."

Not everyone sees it that way. In their home near the eastern edge of town, which suffered the least damage, Ed Kempen, 52, and his wife, Brenda, 47, were hard at work this week making repairs.

With only three years left to pay

off the mortgage, Kempen said he saw no reason to retreat to the top of the hill. "We look for them to make a big park down here, and we'll be right in the middle of it," he said. "There's nothing wrong with that."

But a more common sentiment was voiced by Bill Hopwood, 62, a retired Air Force air traffic controller who has lived here since 1971 but has decided to return with his wife to their home state of Texas. "I can understand why people don't want to come back," he said. "They want to remember how it was, not how it is now."

Some will stay, but it is one measure of the flood's psychological impact here that so many others appear ready to move up the bluff rather than risk reliving their recent experience.

Just weeks ago, a flood was thought all but impossible here.

The last one was in 1947, before Mississippi River levees were built. In 1985, when the local government, in order to meet new federal flood-insurance regulations, adopted an ordinance that virtually banned new building, there was considerable grumbling about a restriction many saw as stunting Valmeyer's growth and prosperity.

But that was before the morning of Aug. 2, which changed Valmeyer and its residents forever. Now they face perhaps three years before completion of the relocation project, estimated to cost more than \$16 million, including \$5.7 million for a new school. To Knobloch, it will be worth the cost and effort.

"All we can't keep going here is the buildings," he said. "But the sense of community we have with the people, that's what we're trying to save."

Racing to Rebuild as the Lost Summer Ends

By Edward Walsh
Washington Post Staff Writer

PORTAGE DES SIOUX, Mo.—

They call this the lost summer of 1993, a part of their lives that disappeared beneath the muddy brown flood waters that also claimed their homes and personal possessions. It was a summer they cannot remember and one they will not forget.

"What did I do all summer?" Jerry Daugherty, 35, a plumber, wondered aloud the other day.

What he and thousands of others did this summer was fight the Great Flood of '93. And when they lost that battle, they fled their homes and the routine of their daily lives, scrambling through a dizzying array of improvisations to find temporary housing and hold their families together. Now, with the first hint of winter in the chill night air, they are racing to repair homes before winter arrives in full force.

Throughout the Midwest, flood-ravaged communities such as this one are slowly stirring. A few weeks ago, this hamlet of 500 people on the banks of the Mississippi River was accessible only by boat. A few homes nearest the river remain submerged, but most of the water has receded, leaving the surrounding farm fields soaked and littered with the blackened stubble of dead cornstalks.

An eerie quiet hangs over the almost empty streets, but the few sounds are those of rebirth—the hum of a generator, the whack of a hammer striking wood. At the entrance to the town, a sign warns that only residents and relief workers will be admitted, and on weekends that prohibition meant to discourage sightseers is enforced at a police checkpoint.

"Most people have their life laying out in their yards, and they don't want everybody looking at it," said Doris Combs, wife of Mayor George Combs.

The summer's events still are hard to believe, residents said. Despite its precarious location near the confluence of the Mississippi and Missouri rivers, Portage des Sioux is not accustomed to flooding. During a major 1973 flood, Mayor Combs recalled, water invaded only six houses in the main part of town. This year, only eight houses remained dry.

The 1973 flood became the benchmark for flood-protection measures, but those steps proved totally inadequate this year. No one could have planned for a flood of such expanse and destructive force.

said Richard E. Stuart, chief of the Army Corps of Engineers Flood Plain Management Services division. Even today, he added, it probably does not make economic sense to try protecting a community from a flood of such magnitude.

"The likelihood is these people will never see a flood like this again," Stuart said during a tour of the town last week. "But it does make sense to try to protect yourself from future flooding. This should be a wake-up call to people."

The wake-up call was jarring, but in some ways Portage des Sioux was luckier than many others. Overflowing waters from the Mississippi and Missouri rose slowly here, averting the more severe damage suffered in towns swiftly inundated by rushing water when nearby river levees broke.

The town was lucky too that a tornado during the height of the flood bypassed it, touching down in West Alton, Mo., just east of here.

And, in a perverse way, the town was lucky to be located in the hardest-hit state in the nine-state flood region. Under a disaster-aid formula followed by the Federal Emergency Management Agency (FEMA), Missouri is the only state where the damage estimate is high enough to qualify for 90 percent federal aid in repairing public facilities such as roads and bridges. The other states, loudly protesting the FEMA formula, are to receive 75 percent federal aid.

But it would be difficult to convince anyone here that their luck this summer was anything but bad. At his home next to St. Francis Roman Catholic Church, where he is living without hot water, Monsignor Donald Rau said he did not know where he would find money to repair the damage to the 114-year-old building.

Across the street, tiny St. Francis School still serves as the local post office, as it did throughout the flood, another concern for Rau because a woman recently broke her ankle there, raising the possibility of liability for his parish. The school's 35 pupils, reduced by 10 from last year because of flood displacements, are attending classes at another Catholic school elsewhere in St. Charles County but will return here next month.

Their parents, the priest said,

rejected his suggestion that the school building remain closed for a year because they feared that it would never reopen and contended that "these kids are hurting from the flood and at least need the stability of having the school as it was."

"I just don't know. I'm not a prophet," he said when asked about the long-term psychological impact of the flood on residents. "The old-time people are a pretty hardy type of person. They will survive. A lot of the newer ones, they'll say we don't need this."

Combs said he expects the town to lose population but hopes that no more than about 50 people move away. As an incorporated municipality, Portage des Sioux is doing post-flood building inspections and has condemned only five houses whose owners will not be allowed to rebuild them. But that contrasts sharply with a 40 percent condemnation rate in the rest of St. Charles County where, Combs said, county inspectors "just went a little overboard" in their zeal to enforce floodplain regulations.

Above all, Combs, like mayors of devastated river towns throughout the Midwest, is counting on time to heal wounds from the summer ordeal and preserve the community.

"Three years and it will just be something to talk about on a cold winter night," he said. "This time next year, grass will be growing again. But people won't forget. It will be a conversation."

Clinton Acts to Ease Flood Relief Standard

Associated Press

President Clinton set a new standard for disaster relief yesterday to ensure that the nine midwestern states damaged by summer flooding qualify for additional federal aid.

The Federal Emergency Management Agency (FEMA) now will reimburse the states for 90 percent of eligible disaster costs rather than 75 percent.

"The scope of this disaster is so great that it has the potential to have a dampening effect on our entire national economy, and we must respond accordingly," Clinton said in a statement. "Therefore, today I have established a second standard that will be used to address those disasters with wider economic impact."

Clinton had announced that FEMA would pay 90 percent of disaster costs. But as of last week, none of the nine midwestern states met the standard of flood damage totaling at least \$64 a person.

The president announced yesterday that FEMA would allow 90 percent reimbursement when overall damage from a disaster is 0.1 percent of the nation's gross domestic product. In this case, flood damage was calculated at 0.12 percent of GDP.

The 90 percent federal-10 percent nonfederal ratio applies to FEMA disaster aid for public and nonprofit properties such as streets, universities, utilities and government buildings, not to FEMA assistance paid directly to individuals.

The nine affected states are Minnesota, Wisconsin, Missouri, Iowa, Illinois, Nebraska, South Dakota, Kansas and North Dakota.

Similar articles appeared in the following newspapers:

Atlanta Constitution

Charlotte Observer

San Francisco Chronicle

Wall Street Journal

NEWARK STAR LEDGER

FEMA corrects inaccuracies

DEAR EDITOR:

P. 19
In regard to the articles appearing in the July 14 and Aug. 11 editions which commented on the Federal Emergency Management Agency (FEMA) and our position on the Breakwaters artificial reef program, there are several inaccuracies that I would like to correct.

FEMA has not denied or rejected any hazard mitigation grant applications at this time, including those relating to the Breakwaters artificial reef program. It is the responsibility of the state of New Jersey to identify and select all hazard mitigation projects it wishes FEMA to consider eli-

gible for funding and it was not until Aug. 6, 1993, that the state submitted its first group of hazard mitigation proposals to our agency. FEMA will review these proposals and advise the state of their disposition.

It is also our understanding that the letter which Spring Lake Mayor Thomas Byrne cited as rejecting the hazard mitigation grant application for the Belmar-Spring Lake artificial reef did not come from FEMA but from the state of New Jersey. Federal law places the responsibility of identifying and selecting hazard mitigation projects within the jurisdiction of the state. If they chose to cut the Belmar-Spring Lake artificial reef from the list of proposals they were considering, then it is well within their right to do so. But that decision was not made by FEMA and it is inappropriate for Mayor Byrne to accuse our agency of cutting funding for the project and "letting down" the people of Spring Lake. Our agency has done everything within its power to assist the borough in its recovery from the Dec. 11 storm and has approved over \$622,000 in public assistance funds to the community.

In the past, FEMA Region 2 and the news media of New Jersey have had a very good relationship. I believe that part of the reason the disaster recovery operation for the Dec. 11 storm has gone so well is because of the support our agency has received not only from the state and local officials, but also from the media. Your coverage of our operations has been overwhelmingly fair and accurate and has helped disseminate critical information about FEMA's disaster assistance programs to numerous storm victims. I would like to see this spirit of cooperation continue and I hope that together we can correct some of the misinformation that has been circulated about FEMA and our programs and replace it with the truth.

Stephen Kempf Jr., Federal Coordinating Officer,
Disaster Field Office,
Federal Emergency Management Agency,
Brick

JERSEY ON THE POTOMAC

FEMA official loses job despite bipartisan effort

By J. SCOTT ORR

Star-Ledger Washington Bureau

WASHINGTON—It's not often that members of Congress go to bat in a bipartisan way for a presidential appointee, but that's what happened recently when a group of state lawmakers tried to save the job of a top federal emergency management official.

The 10 New Jersey House members, however, struck out in their support for Stephen Kempf, the top official at the Federal Emergency Management Agency (FEMA) for the region that includes New Jersey.

In July, state Democrats and Republicans alike joined in praising Kempf for his handling of a number of state emergencies.

In a letter to President Clinton, the group, led by Reps. William Hughes (D-2d Dist.), Christopher Smith (R-4th Dist.) and Dean Gallo (R-11th Dist.), said Kempf "has proven himself to be extremely capable and dedicated to his work."

They cited his handling of last year's nor'easter, the most severe storm to hit the New Jersey shore in decades, and a crippling snow storm that hit the region only a month later. He also demonstrated his abilities in dealing with the terrorist attack on the World Trade Center, the lawmakers said.

"Through all this, Mr. Kempf made himself constantly available to those in need of assistance, often rolling up his own shirt sleeves and working alongside his staff," the group said in its letter.

Also rushing to support Kempf were Gov. Jim Florio, the state Assembly, and the Emergency Management Coordinators Association of Ocean County.

"Mr. President, we respectfully urge you to give Mr. Kempf your most sincere consideration when making your appointments to the FEMA regional offices and appreciate your consideration of this request," the letter concluded.

If Clinton did give the letter sincere consideration, he didn't show it. Last week the President replaced Kempf with Bruce J. Campbell, who was named acting director of Region II.

Gallo and Smith responded last week with sharp criticism of Clinton, charging that replacing an experienced FEMA official was a mistake.

"Stephen Kempf has had a great deal of bipartisan support in New Jersey based on his ability to get things done. It is a real shame that he was not reappointed," Gallo said.

Smith called the decision "purely political and untimely," but said he remained confident the current FEMA staff has the needed field experience to handle any problems.

✓ ✓ ✓
RED TAPE AWARD—Rep. Robert Franks (R-7th Dist.) last week gave out his latest "Red Tape Award" to the General Services Administration (GSA) for spending taxpayer money on a number of wasteful projects, including building government office buildings in cities with a glut of vacant commercial office space.

Franks pointed to a recent \$2 million GSA contract to shrink a new federal office building in Herndon, Va., by moving the walls in two feet. He added that the GSA spends billions of dollars on all kinds of materials and then sells off used government equipment for next to nothing.

"This is an agency that purchases billions of dollars of new office furniture and equipment and sells off government surplus at rock bottom prices. Perhaps it should be doing business the other way around," Franks said.

He said the GSA received the Red Tape Award "hands down for its wasteful spending spree using the taxpayers' credit cards."

Franks devised the award—in the form of an American eagle with its wings wrapped with red tape—for "egregious examples of waste, bureaucracy and inefficiency that boggle the mind, bloat the debt, and make the taxpayers boil."

✓ ✓ ✓
CLEANER FUELS—Gallo joined recently with one of the state's largest

natural gas dealers to promote his legislation that would set up a grant program to push for greater use of clean burning fuels.

Gallo got together with representatives of Suburban Propane to demonstrate new vehicles that run on clean burning natural gas, rather than gasoline.

"Our economic future and our efforts to attain the environmental goals that we have set for ourselves depend upon our commitment to cleaner burning domestically produced vehicles into the next century," Gallo said.

Gallo is the sponsor of legislation that would establish a three-year grant program to states and qualified private businesses to develop clean fuels distribution outlets in areas with severe ozone problems.

Clean fuels covered by Gallo's bill include natural gas, liquefied petroleum, liquefied petroleum gas, hydrogen, electricity and any fuel that is at least 85 percent methanol, ethanol, other alcohol or ether.

"Our national goals are energy independence and cleaner air. We will never accomplish either goal without the cooperation of the marketplace. My bill is designed to move the market in positive directions. It is an incentive, not a mandate," Gallo said.

Teamster's desire to help drives flood relief

By DONALD WARSHAW

"Operation Silver Eagle," a relief effort for flood victims in the Midwest being spearheaded by a Teamster shop steward, entered its second phase last week—a quest for supplies to help families rebuild their shattered homes and lives.

Responding to pleas from Teamster Richard Ward, 52, of Middletown, N.Y., State AFL-CIO President Charles Marcianite last week pledged his full support for the relief effort.

"We're going to go to work for him," Marcianite said on Friday.

Marcianite said he asked Ward for "a list of all the things that are needed," and one has been dispatched itemizing construction materials, including lumber, paint, insulation, and plumbing and electrical equipment, as well as ladders, paintbrushes, aprons and other tools.

"We'll be making a request to a number of building supply companies," Marcianite explained. "I'll be trying to involve members of the BCA (New Jersey Building Contractors' Association) and our own building trades guys."

Behind-the-scene efforts also are under way to open up McGuire Air Force Base from which flood relief supplies from New Jersey can be transported.

Several New Jersey companies, including the ShopRite and Pathmark supermarket chains and the Marcal Paper Co., already have responded to appeals from Ward and have contributed more than 60 tons of cleaning materials, which were flown to Kansas and used by flood victims to clean and sanitize their waterlogged dwellings.

Ward, a member of Local 445 and shop steward at ShopRite's Wakefern Foods warehouse in Middletown, N.Y., also enlisted the help of New Jersey Teamsters to truck supplies to Stewart Air Force Base in Middletown, and Ron Carey, president of the International Brotherhood of Teamsters, has endorsed the relief effort.

Through the intervention of congressional representatives from both New York and New Jersey, the U.S. Marine Corps' MAG 49 Detachment B is providing military transport planes and has made several relief flights to Forbes Air Force Base in Topeka, Kan., Ward said. "It's the central point for distribution of military supplies in Kansas," Ward said.

The cleanup materials then were distributed by the Federal Emergency Management Agency (FEMA) and Heart-to-Heart International, a non-profit relief organization.

Ward, a Vietnam veteran, is no stranger to assisting people who are in trouble.

His participation began a dozen years ago on a person-to-person level, when he assisted in a joint Teamster-management effort at the Wakefern warehouse for workers and/or their families hit with the loss of loved ones through illness.

From helping individual families, Ward next became involved with the United Way of Orange County, N.Y.

When Hurricane Andrew struck South Florida last year, he volunteered as a support driver for a fellow Teamster who organized a convoy of relief to the Homestead, Fla., area.

"I've never forgot the scenes of devastation when first we got to Florida in September of last year," Ward remembered. "There was no electricity or anything, and I hadn't seen anything like it since Vietnam."

"It left an indelible mark, especially when one lady, one who was all but wiped out said, 'Please, don't forget us.'"

However, "a year later I took a trip on my own to Florida, and it seemed to me things there still were in poor shape," he observed.

"So I thought, if we can make people aware now of what happened in the Midwest, we won't have another Homestead, Kansas," Ward explained.

"Government alone just can't get the job done," he added. "It takes a massive effort like the one we're involved with, and it takes doing it now, before the bad weather sets in and makes it much more difficult."

The relief convoys to Florida were "very tiring and stressful," both on those who participated and their leased trucks, Ward said.

Towns to receive blizzard aid

Towns throughout New Jersey and several state agencies will share nearly \$1.9 million in federal disaster aid to cover snow removal costs from March's "Blizzard of the Century," Gov. Jim Florio announced yesterday.

The one-time infusion of funds, provided by the Federal Emergency Management Agency (FEMA) and determined pursuant to a federal formula, will supplement snow removal budgets for towns and agencies af-

ected by the blizzard.

"These funds will provide an added boost to towns across New Jersey who exhausted their budgets digging out from the blizzard," Florio said.

"FEMA's assistance demonstrates the continued ability of every level of government, from the federal down to local, to work together to ensure that those communities who need help get it."

USA TODAY

USA TODAY FRIDAY SEPTEMBER 3, 1993

Flooded states ^{p.3A} to match 25% of aid

The Clinton administration, after suggesting that flood-ravaged Midwestern states would not have to match up to 25% of emergency federal assistance, has decided otherwise. The Federal Emergency Management Association said Thursday matches of 10% to 25% would be required.

The federal government pays 90% of the cost of repairing public facilities, but only if a state's total loss exceeds \$64 per person. None of the nine flooded states meet that standard, so the government will pay only 75%.

"It's certainly better than nothing, but it's not what the president promised," Iowa Gov. Terry Branstad said. "We hope this isn't the last we hear of it."

Agriculture Secretary Mike Espy told a flood summit in Des Moines last week he would be "very surprised" if President Clinton

didn't waive the requirement.

Meanwhile, the Centers for Disease Control and Prevention in Atlanta said the flooding caused no disease outbreak in Iowa. Worst problems: carbon monoxide from generators, electrocution and infection of existing wounds.

Director cleans up agency, disasters

By Dennis Cauchon
USA TODAY

When a disaster passes, James Lee Witt is the unlikely bureaucrat in charge of helping clean up the damage.

He's a soft-spoken, serious country boy who lives at the end of a seven-mile dirt road in the woods of Wildcat Hollow, Ark. He never went to college but he knows about people and how to fix things.

Witt is the new director of the Federal Emergency Management Agency. He doesn't like suits and ties, but he can use a bulldozer or a bush hog.

President Clinton has given him the job of fixing an agency once described by Sen. Ernest Hollings as "the sorriest bunch of jackasses I've ever seen."

And after just three months on the job, Witt appears to be getting the job done. FEMA won praise, and even the key to the city of Des Moines, for its response to the Mississippi River flood. And FEMA was ready for Hurricane Emily.

He appears to be succeeding because, under him, FEMA no longer simply gives orders to state and local agencies.

"We are there to coordinate a response. If need be," Witt said recently. "We are cutting red tape."

Witt ran disaster relief in Arkansas before taking over FEMA. He's the only disaster professional to hold the job.

In Arkansas, his agency had 51 employees and a \$50 million annual budget. At FEMA, he's got 2,800 full-time employees and a \$12.5 billion budget.

"It's nice to have someone up there who knows how to speak our language," says Jim Maher, director of the Mississippi Emergency Management Agency. "It will take radical surgery to cure what ails that agency. I think he can do it."

Married and the father of two grown children, Witt, 49, is not your typical Washington bureaucrat.

He wears ostrich-skin boots and spits chewing tobacco into a plastic foam coffee cup.

He is the youngest of five

Outer Banks take brunt

Hurricane Emily charged first into the Outer Banks, a chain of narrow, low-lying islets off the North Carolina coast. A look at the area, wind speeds and other East Coast trouble spots.

Highway 12: Main road on islands open only to local residents between Nags Head and Hatteras. Some 30,000 tourists, residents remained in Dare County (summer population: 150,000).

Kitty Hawk: At least two beach-front houses toppled into ocean.

Manteo: Flooding expected after Emily pushed water into northern neck of Pamlico Sound.

Ocracoke: Rough seas suspend ferry service; 600 people remained.

Frisco: "Everything... is floating down the street," said Irene Nolan, whose home flooded. In nearby Buxton, cars floated in the parking lot of a bank office.

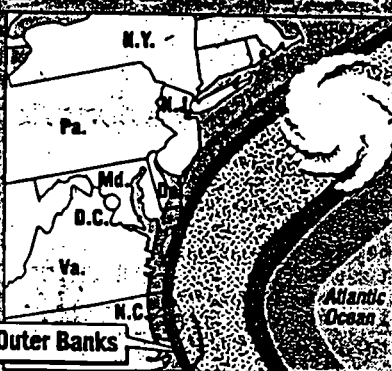
Cape Hatteras: Wind gusts, which cut power, reached 106 mph before instruments stopped transmitting data.

High winds move offshore

Only parts of the North Carolina and Virginia coasts will see winds over 40 mph.

Emily's winds

25-40 mph 40-50 mph Over 60 mph



Source: Weather Services Corp., USA TODAY research

New York

Heavy rain flooded the southern shore of Long Island, where 20,000 people on Fire Island ordered to evacuate.

Delaware

Motel owners in Rehoboth Beach offered half-price rates; beaches removed from boardwalk.

Maryland

Big crowds remained in Ocean City, despite the city asking vacationers and residents to voluntarily leave. A welcome Emily banner hung from a beach home.

High tides threatened Smith Island, which stands virtually at sea level; some of the 450 residents were to be evacuated.

Paris evacuated on Assateague Island, a wild-horse haven.

Virginia

A 15-year-old boy apparently drowned in pounding surf in Virginia Beach.

Navy moved 1,800 people inland from Dam Neck Fleet Combat Training Center.

By Stephen Conley, USA TODAY



By John Duricka, AP
JAMES LEE WITT

“Our parents instilled values in us that have lasted a lifetime.”

— Kenneth Witt, about his brother

County judge, the local name for a county administrator responsible for paving and repairing roads and bridges.

People still call him "Judge." Friends call him "James Lee."

Witt commuted 1,000 miles a week to his job in Little Rock. Before leaving, he'd go to the convalescent home to see his father, James, 89, and — at 4:30 a.m., seven days a week — he'd wash and feed his father.

"His heart is with the people," says Kenneth Witt.

In Arkansas, Witt lives on an isolated 250-acre wildlife preserve in a home he built him-

FEMA

'ahead of the game' this time

Disaster aid already is in place

By Lori Sharn
USA TODAY

The Federal Emergency Management Agency — the USA's much criticized coordinator of disaster relief — was determined to do things differently this time around.

Hurricane Emily, although less potent than first feared and much more tame than last year's Hurricane Andrew, spurred FEMA into action:

- Federal officials today plan to be flying above the East Coast in helicopters, pinpointing Emily's damage.

- Truckloads of generators, tents and plastic sheeting were in position at Fort Bragg, near Fayetteville, N.C.

"One of the things we learned after Andrew was to be self-sufficient," says FEMA spokesman Marvin Davis. They "learned don't rely on anyone else. Don't rely on CNN for disaster assessment."

Hurricane Andrew hit Florida August 24, early on a Monday morning.

But it wasn't until Thursday that the agency set up shop in Miami, the same day Dade County Emergency Director Kate Hale pleaded, "Where in the hell is the cavalry on this one?"

In contrast, trucks started rolling toward the Carolinas over the weekend.

On hand Tuesday: 60 generators, 3 truckloads of plastic sheeting, 50 tents, 350 cots, assorted chairs, tables and tools.

"We've been ahead of the game on this one," says George Thune, a FEMA spokesman in Raleigh, N.C. "If there's anything good about Emily, she's been very slow and enabled us to get our act together here."

The U.S. military was also ready to provide food and emergency relief supplies if needed, including tents, mobile kitchens, ready-to-eat military meals and water purifiers, a Pentagon spokeswoman said.

Troops weren't ordered into south Florida until several days after Andrew destroyed 50,000 homes and displaced 250,000 people.

Davis says FEMA officials are ready to bring in their own tents and supplies if necessary, so they can begin operating

THE MIAMI HERALD

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MIAMI HERALD

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The jitneys from hell

They're back. The illegal jitneys around downtown Miami have multiplied like locusts since the Federal Emergency Management Agency ended its year-long subsidy of their hurricane relief

operations in South Dade. They stop without warning, anywhere, to suit passengers skimmed from Metrobus routes.

Meantime, careless people in FEMA's trailer camps in far South Dade and in areas not served by Metrobus there wonder what they'll do once an emergency extension of the free post-hurricane jitney service ends next week.

The jitney owners' proposal that Metro spend \$10 million to keep the jitneys operating free to South Dade customers got nowhere with the county, a deserved fate. The owners are reluctant to charge Metrobus-rate fares of \$1.25 where before the ride was free.

Yet jitney owners always complain about restrictions on free enterprise whenever Metro cracks down on the illegal operations along the most lucrative Metrobus routes. So let them use that vaunted entrepreneurial spirit in South

ILLEGAL, BUT BACK

Metro now has a club to use on scofflaws. They skim Metrobus riders, cause traffic hazards.

Dade, where jitneys have had a year to build clientele.

The county has seven popular South Dade jitney routes to award to a limited number of operators who earn county certification and are willing

to charge a reasonable fare. Metro's looking for entrepreneurs in the transit marketplace.

FEMA made it abundantly clear: After 12 months, the free ride is over. That's generally fair, though as long as FEMA retains responsibility for the remote trailer parks, it should provide transportation for those residents only.

Meantime, Metro has resumed arresting downtown jitney operators who lack certificates. Good! No mere nuisance, they are a serious traffic hazard.

The Metro Commission recently gave enforcers much more clout: Fines for illegal jitney operators are much stiffer, ranging from \$250 to a maximum of \$10,000. Repeat offenders' vehicles can be impounded and sold, and there's no reason not to do so. Indeed, the free ride may be over for the rogue jitney operators, too. It's about time.

Clinton: I'll see Dade through

By TOM FIEDLER
Herald Political Editor

A1

A shirt-sleeved President Clinton walked the streets of Florida City, spoke with storm victims in Homestead and praised workers in the building trades in South Miami Heights on Monday, pledging anew to stick with Dade County as it staggers toward recovery from Hurricane Andrew.

The president, accompanied by his wife, Hillary Rodham Clinton, and a crowd of local, state and national figures, offered mostly a sympathetic ear, allowing his presence to carry the message that he hasn't forgotten an election-year promise to pay attention to the area's needs.

"We are in this for the long run," Clinton told a small gathering of Homestead residents after listening for nearly two hours to stories of the recovery. "I heard today about things that still need to be done."

"And we will not have our work done until everybody in this part of the country who wants a job has one; until people are back in their homes; until these communities are rebuilt," he said.

The president's South Dade visit was fashioned to be more fact-finding than ceremonial. At each of four stops, Clinton spent as much or more time listening to the pleas and stories of hurricane victims, community leaders and relief workers than he did speaking.

In Florida City — a mostly poor farming community visited by the Clintons 11 days after Hurricane Andrew — the president walked the main street and toured the city hall rebuilt with federal dollars.

"I think it is wonderful that President Clinton took the time to check on us," said Florida City Mayor Otis Wallace, recalling that candidate Clinton in 1992 had promised to return if elected. "It's refreshing to see a politician keep his word."

First-hand accounts

At the Homestead Senior Community Center, the president — accompanied by Housing Secretary Henry Cisneros, the Cabinet member charged with overseeing the rebuilding effort, and Labor Secretary Robert Reich — sat in front of a multi-hued mural painted by youthful victims of the hurricane and heard first-hand accounts of the recovery's progress.

Some of the participants recounted tragic stories of the storm and its aftermath. Hilda Fuentes, a migrant worker, burst into sobs as she described how the hurricane shattered the Everglades Labor Camp, leaving scores of families homeless and lacking food, water and clothes.

She told the president she was rescued initially by the military, which set up emergency tents, kitchens and even day-care centers, and later by the Federal Emergency Management Agency, which provided a trailer and other help.

Juanita Mainster, social services director at the Centro Campesino Farmworker Center, described the fears of children traumatized by the storm.

"When there is the sound of rain or wind, our children reach for the hand of an adult," she said. "... They feel they are still in need of a safe space."

Stress still a drain

Homestead Mayor Tad deMilly said the hurricane continues to take a toll on the community because of the terrible stresses inflicted on victims. Violence within families, especially spouse and child abuse, divorce rates and even teen suicides have rocketed in the past year. Crime among family members has risen at least 30 percent, he said.

Cisneros said one of the lessons learned from such tragedies is that the federal response should place as high a priority on getting social services to victims as food and water.

But there were also stories of strength, generosity and rebuilding. Homestead restaurant owner Frank Ambrose and his wife, Pat, were commended for feeding as many as 500 people a day for free for weeks after the storm.

"What the hurricane did for Homestead was blow away everything that came between blacks, whites and the Spanish," Frank Ambrose told the president. "And I am proud to be from Homestead."

Doorway to new job

Javier Solis, a young high-school dropout, said the hurricane left him jobless. But he found a leaflet announcing an emergency job-training program at Centro Campesino that enabled him to learn carpentry.

He now works in a program helping restore the homes of storm victims who didn't have insurance. He is building his own house in the Centro Campesino community. Along the way, he said, he has acquired a high-school equivalency diploma that was part of his training.

"When one family succeeds," he told Clinton as applause filled

the room, "the state succeeds and then the government succeeds."

Pre-storm debris removed, too

Cisneros said the recovery effort has made clear progress. FEMA oversaw the collection and removal of what amounted to "30 years of normal debris," mounds of trash that would have filled the Orange Bowl many times over. This helped the area avert outbreaks of disease that could be caused by rats and other vermin, he said.

Cisneros also said that while 3,000 people are still living in FEMA trailers — a fraction of the estimated 150,000 still displaced by the storm — about 45 families a week move into rebuilt houses and apartments.

Several participants took the opportunity to make special pleas to Clinton for continuing

aid. Cisneros urged his boss to recommend an extension of a low-income rental assistance program due to expire next year.

Metro Commissioner Larry Hawkins appealed for federal money to build a Metrorail link from the system's current end at Dadeland to Homestead, with a spur to Homestead Air Force Base, which is expected to be converted to joint military and civilian use.

Although the president gave no

promises, he called the decision to keep two Air Force Reserve units at Homestead a critical one, providing a platform around which it can be rebuilt and used in other ways.

Given the importance of aviation to the nation's future, Clinton said "it would have been a colossal waste to allow this facility to go downhill."

At the only two public events of the day — a brief address to Homestead residents following the morning session and a tribute to labor at the Caribbean West Apartments in South Miami Heights later in the day — Clinton was met by relatively small crowds ranging from about 200 to 500.

Aides said, however, that the trip was not planned to attract crowds, but rather to concentrate on the work being done and to speak with victims. As he walked into the project at the Caribbean West Apartments, which are being rebuilt with the help of AFL-CIO financing, Clinton met Eugene "Buddy" Howanitz and his daughter.

The Howanitz family had moved into a FEMA trailer when their home was destroyed. In March, however, a freak winter storm demolished the trailer and killed Danielle Howanitz, who was 36. Clinton took the child's

hand and walked with her to the rally site.

Bipartisan entourage

The only thing resembling a Labor Day parade, long the traditional method by which presidents celebrated the holiday, was the bipartisan entourage that followed him.

Through most of the day, Clinton was accompanied by Housing Secretary Cisneros, Labor Secretary Reich; U.S. Sen. Bob Graham; Gov. Lawton Chiles; Lt. Gov. Buddy MacKay; Congressmen Alcee Hastings, Lincoln Diaz-Balart and Peter Deutsch; Congresswomen Carrie Meek and Ileana Ros-Lehtinen; Dade Commissioners Dennis Moss, Hawkins and Art Teele; state Sens. Daryl Jones and Ron Silver; state Reps. John Cosgrove and Ron Saunders; Homestead

Mayor deMilly; Homestead City Manager Alex Muxo; Florida City Mayor Wallace and on-site coordinator Otis Pitts.

Chiles praised Clinton's decision to forgo tradition and said it was important in keeping the bureaucracies focused on South Dade's needs.

"Part of what we're battling is psychological," the governor said. "It's very important for us that he came because it keeps everyone focused on what needs to be done."

'Personal commitment'

Graham, the state's senior U.S. senator, had similar praise: "He could be at a lot of places where there are bigger crowds, but he decided to come here. That says something about his personal commitment to this."

Clinton said he hoped another benefit would come out of his trip, one giving hope to victims of the Mississippi River floods.

"I want those people to see you on television tonight and read about you in their newspapers," the president told a group of Homestead residents. "I want them to believe that you really can bring an area back if you work together and stay together and rebuild a sense of community."

"We'll be there with you," the president said.

IN THE NATION A3

ETC.

ILLINOIS — Although flood waters have receded, an entire town has voted to pick up and move. Residents of Valmeyer, population 900, voted to find higher ground, Mayor Dennis Knobloch said. The Federal Emergency Management Agency may buy out some property owners to save on flood insurance claims, spokesman Len DeCarlo said.

Rime of the ancient marina

AVO

The boat slips have slipped into the water, the crumbling seawall remains more sea than wall. The city's Dinner Key Boatyard and Marina remains in sorry shape, its sodden ruins occupying some of Miami's most valuable property.

Sadly, the city leaders have displayed an insufferable inability to do anything right with the property. Now they've got another chance to get the marina up, running, and making money.

They ought to leap — no, lunge — at the opportunity. Anything less would be business as usual for the city. And business has been lousy at Dinner Key.

The Federal Emergency Management Agency has agreed to give the city \$1.6 million to repair the marina's wet-slips and dangerously collapsed seawall. There are repairs that the city can, and must, do now. Anything less would further aggravate a condition that already speaks volumes about irresponsible governance.

Hurricane Andrew simply delivered the *coup de grace* to Dinner Key Boatyard and Marina, hence the FEMA repair funds. But it was the city's near-sighted fumbling that started the marina on its downward slide. As a result, the city is losing at least \$150,000 a year on the property.

DINNER KEY BOATYARD

This marina has been an albatross around the city's neck for too long. Fix it, commissioners, just fix it.

Years have been wasted trying to find the perfect developer — that is, professionally capable and economically sound — to turn Dinner Key into a working boat yard with enough glitzy amenities to attract tourists.

A few years ago, the commission blithely turned over the property to California developer Sherman Whitmore, who proved long on promises, but way short of the money to fulfill them. The city had to sue to wrest the marina from his grip.

Now a Washington-based development firm has submitted a bid. But there remain valid questions of its financial ability to handle the project. Commissioners recently declined City Manager Cesar Odio's wise counsel to reject the bid, instead asking for further review.

Even if the commission were later to approve this bid, the ultimate decision lies with Miami voters. Projects that draw fewer than three bids must face a referendum. It's too late for this one to make the November ballot. It would be pure folly to wait until the fall 1994 elections. Similarly, initiating a new bid process will push the construction start into 1995.

The city ought to cut its losses now and just repair the marina itself. Deliver the basic goods now, commissioners. The glitz can come later.

ACTION LINE

Action Line solves problems, gets answers, cuts red tape and stands up for your rights. Write Action Line, The Miami Herald, 1 Herald Plaza, Miami, Fla. 33132, or call 376-3000. If you live in Broward County, write Action Line, The Miami Herald, 4000 Hollywood Blvd., Suite 200-N, Hollywood, Fla. 33021, or call 463-0404.

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I suffered a heart attack from the stress of rebuilding our home after Hurricane Andrew. I was hospitalized at Jackson Memorial Hospital from Sept. 18-28, 1992. I believe my low income level and the fact I have no insurance qualifies me for some sort of aid with my hospital bills. Jackson doesn't see it that way. I'm being hounded with demands for \$12,900. I don't have it! If we're lucky, my husband and I make that in a year. I've called and written. I can't get anywhere with Jackson. I need Action Line's help. —C.C., Miami

"We're going to do everything in our power to alleviate this hardship," says Garfield Jones, health services specialist for the American Red Cross Recovery Project in South Dade. It has asked Jackson Memorial Hospital to refer all questions about payment of your account to its staff. As part of its additional assistance phase — helping people still in need after Andrew — the Red Cross will first negotiate with the hospital to reduce your bill, then seek funds from other agencies and emergency assistance sources. If necessary, the Red Cross will give you the money to cover what's left of the bill.

The hospital had already tried two of its mainstays, Medicaid and Supplemental Security Income, said Jackson spokesman Mark Cohen. However your assets, which include a house (it's mortgaged and still under repair); a business (a small sub shop that's losing money because you can't work) and a \$16,000 combined credit limit on your credit cards (the ability to go even further into debt is *not* an asset) barred you from receiving that help.

Cohen said the hospital couldn't help you in any other ways because you wouldn't offer a "good-faith downpayment." Your son, who was helping you in negotiations with the hospital, told Action Line that Jackson demanded half the money. Cohen told us the amount was negotiable. Your son said nobody told him, or you, that. Your hospital bill was originally \$19,500. It was reduced to \$12,500 after you gave the hospital your \$5,000 Federal Emergency Management Agency grant.

Let voters decide on marina's future

Re the Sept. 13 Herald editorial *Rime of the ancient marina*: If the editorial's recommendation were implemented, it would destroy the integrity of the city's bidding process and disfranchise Miami's voters.

The Lighthouse Marina and Boatyard at Dinner Key has made a legitimate response to the city's Unified Development Proposal. The city is in the final stages of evaluating it.

The editorial did not consider:

1. The Lighthouse Group fully realizes that FEMA funds must be reinvested in the project. In fact, we have addressed this and had several conversations with the city on design.

2. What you call a "Washington-based development firm" is in reality a Florida corporation with 78 percent of its stock held by Floridians.

3. There is no "valid question of its ability to handle this project." In fact, on June 25 and 28 financial statements and bank letters were submitted to city commissioners and the city manager, showing net worth in excess of \$22 million for our group. The city manager chose not to consider this information even though we are the sole bidder and have agreed to set

aside in escrow sufficient assets to guarantee our performance.

4. City commissioners responsibly considered all the facts and referred it back to the review committee.

5. At the Sept. 27 meeting, commissioners can move the committee's proposal to referendum for inclusion on the Nov. 2 ballot. If it does not make that ballot, a runoff election or a special referendum are possibilities.

Under our proposal, there is no way that action would be postponed until the fall of 1994. To consider any other course, however, could require additional delays. We favor giving the voters a chance to be heard.

HARRY J. WARD
Board Chairman,
Lighthouse Marina
and Boatyard at Dinner Key

FEMA housing help center plans to close

By OSCAR MUSIBAY
Herald Staff Writer

Susana Basques walked into the Federal Emergency Management Agency Housing Service Center Tuesday hoping to find a new home.

"We've been looking to find a place to rent, so I came here to see if they could help us," said Basques, who has been living in a FEMA trailer since the hurricane.

For South Dade residents who continue to sort through federal aid or live in a FEMA trailer, the Housing Service Center in Homestead has been a convenient source of information and aid referrals. But after Oct. 1, residents will have to drive to Miami if they want to talk with FEMA representatives face to face. The center is closing.

"There are just not enough visits to justify keeping that open," said FEMA spokesman Russ Edmonston. "It's a facility that is no longer used to the extent that it once was needed."

The office served as a one-stop center that housed FEMA, the American Red Cross, the U.S. Small Business Administration and other service agencies. At its peak, the center was helping about 250 people a day and had a 16-person staff. Currently, four FEMA employees assist about 25 South Dade residents daily.

"We saw a lot of people and a lot of people got help," said Sylvanita Mayers, the center's act-

FOR INFORMATION

Residents who still need assistance or information, contact the Information Hotline at (800)257-1407.

ing manager. "And most of the people we saw don't come back anymore."

Edmonston said the drop in service, combined with the fact that families are moving out of trailers and into more permanent housing, is a good meter of South Dade's recovery.

In February, about 3,510 families were living in mobile homes and trailers throughout South Dade. More than 870 families have moved from their front lawns or trailer parks into homes in the past seven months.

"The mobile home occupancy level has been declining since February," Edmonston said. "We look at that as a good sign that people are finding their own homes and that the private rentals are coming back on line."

The Miami Herald

THURSDAY, SEPTEMBER 2, 1993

MIAMI HERALD SEP 30 1993

Board works for a better FEMA A18

Hurricane Andrew made painfully clear the inadequacies of the Federal Emergency Management Agency and its inability to respond effectively to a crisis. President Clinton recognized this shortcoming and responded by appointing James Lee Witt, a career emergency management professional, as the new FEMA director.

Mr. Witt retired the FEMA Advisory Board and constituted a new one. Its members are involved and experienced in disasters and in the policy-making decisions that emergency situations and the recovery process need.

The mission of the new board, of which I am a member, is to make recommendations to the director relating to FEMA's operations and policies as well as its coordination and support mechanisms with other appropriate federal agencies. The board also will consider proposals that FEMA submits for evaluation.

The agency needs immediate improvement in preparedness and response. It should be at ground zero before a hurricane hits. Since Andrew, though, FEMA has stepped up its effort; it was in South Carolina well before Hurricane Emily arrived.

Another concern is the way in which different geographic areas are classified for funding eligibility. Every community in Dade and Broward deserves FEMA reimbursement for hurricane related cleanup. Governments in even mildly affected areas incurred hurricane-related expenses.

However, we must scrutinize the eligibility of communities well out of the affected area to receive funding for items such as economic development.

No example is more glaring than the \$2.5 million allocated for economic development to the Omni International Mall area. This may be a wonderful project, but it is not appropriate to use hurricane relief dollars for it.

This grant is a slap in the face to those in the truly affected areas still trying to rebuild their homes and lives. Although this decision could be called deplorable, it isn't illegal. Accordingly, we must change the regulations.

LARRY HAWKINS
Commissioner,

Metro-Dade County Commission

THE NEWS & OBSERVER

FEMA takes advantage of the calm before the storm

The agency apparently learned its lessons well. Instead of waiting until the damage is done, disaster workers are ready and waiting when Emily hits.

BY MATTHEW DAVIS
CORRESPONDENT
AND VAN DENTON
STAFF WRITER

Determined to avert the political damage of "another Hugo" or "another Andrew," Federal Emergency Management Agency officials rolled into North Carolina this week promising quick, professional service to the victims of Hurricane Emily.

By Tuesday, 45 FEMA disaster workers had been stationed in North Carolina. Fort Bragg was made a staging area for 17 tractor-trailers loaded with power generators, tents, pumps, building materials and other relief supplies to be sent to the coast

beginning today.

This morning, Gov. Jim Hunt was scheduled to lead a team of federal and state disaster officials on an aerial damage-assessment tour.

FEMA's early arrival in the state was attributed both to Emily's slow advance and to the criticism heaped on the agency's sluggishness in the wake of hurricanes Hugo in 1989 and Andrew in 1992.

President Clinton, who installed a close friend, former Arkansas disaster chief James Lee Witt, to head FEMA, seemed determined not to let natural disasters become political ones as well.

Fresh from the vigorous road-testing of this summer's Midwest floods, FEMA began moving into Raleigh and Fort Bragg on Sunday as Emily was marching across the Atlantic.

"If there is any good thing I can say about Hurricane Emily, it's that she's been slow enough to give us time to get all the people

and resources in place so they can move out tomorrow morning," George Thune, FEMA spokesman, said in Raleigh.

While military troops were not deployed in Florida last summer until long after Andrew struck, FEMA included military strategists in its inter-agency relief team for Emily so that troops could be rushed to damaged areas on short notice.

The difference between now and then, said FEMA spokesman Marvin Davis, is that the agency no longer will wait for "Mayday" calls from state and local officials before deploying aid.

"We will be doing our own damage assessment, and that was lacking in Hurricane Andrew," Davis said in Washington. "Traditionally, we relied on local and state resources, even CNN, for damage estimates. And with Andrew, everyone, the media included, got caught short."

"We will be now be making decisions for ourselves. We will be

going out there and saying, 'Governor, you may not know it yet, but you may need such-and-such, where we once would wait for the governor to make that decision.'"

State officials also took advantage of the long warning time they had before Emily struck the coast. Still, they were scrambling in Raleigh on Tuesday night to determine what areas were hit hardest.

"We've had several days to get ready for this gal, and that helps," said Tom Hegele, a spokesman for the state Department of Crime Control and Public Safety.

Two major private relief agencies, the American Red Cross and the Salvation Army, also stood ready to respond to the hurricane with food, clothing and other disaster relief efforts.

At FEMA's Emergency Support Team communications center in Washington on Tuesday, the agency's new "can-do" attitude was on

In one room, analysts were busy combining data on the storm flowing into their computer system from the National Hurricane Center and other sources to draw sophisticated models projecting just how Emily would damage the Outer Banks.

NASA satellite photos were combined with assessments conducted years ago by the Defense Department on the dangers posed by winds from nuclear bomb blasts to tell FEMA specialists about the number of mobile-home communities in the area and how they would suffer from sustained 100 mph winds.

Meanwhile, across the hall, a command center staffed by 35 people from such diverse branches of the federal government as the U.S. Forest Service and the Navy, all linked with a network of personal computers, were carrying out the commands of their team director, FEMA's Bruce Baughman.

supplies would go to the Agriculture Department's liaison. The Forest Service had been designated to help coordinate emergency communications and the Navy to oversee the establishment of temporary hospitals.

In 1989, Rep. Nancy Pelosi, D-Calif., complained bitterly about FEMA's sluggish efforts in response to the earthquake in her San Francisco district. But in an interview Tuesday on CNN, she noted a welcome change at the agency.

"There is a vast difference between what was happening at FEMA then and what is happening at FEMA now," Pelosi said.

In Raleigh, FEMA spokesman Thune said that this disaster would be different.

"I don't see us fumbling this one at all," Thune said. "We're doing everything humanly possible to stay ahead of this storm. We're prepared to go out in response the first thing tomorrow morning."

In the calm, gratitude

Most of North Carolina's coast was spared heavy hurricane damage, but the federal government's preparation, and the volunteers who lent a hand, were a comfort to those who were hit.

In Hatteras and Buxton, they descended like tourists on Labor Day, but this time, the draw wasn't the salty surf and seafood and other joys of a fading summer. It was the need of fellow man, and a time for more giving than receiving.

Just when you've given up on humankind, with all the selfishness and craziness out there, humankind fools you. There may be some cynics left on North Carolina's Outer Banks, but they aren't complaining about their neighbors from up the coast or up the country. Of that you may be sure.

The Salvation Army canteen trucks were among the first to arrive following Hurricane Emily's path, offering three squares and comfort. There's something about that sturdy group that restores bodies and spirits in war and flood and famine and disaster. Always, the Salvation Army is there.

The American Red Cross set up a shelter in Buxton. The N.C. National Guard hauled in water and portable toilets. Churches pitched in. And people just showed up to do what they could.

And how about a kind word for the government. The Federal Emer-

gency Management Agency, burned badly after its slow action in response to Hurricanes Hugo and Andrew, came through flying the Red, White and Blue. FEMA got ready for Emily before she struck, coming to North Carolina with generators and tents and pumps.

New director James Lee Witt appears to understand that the last thing folks hit by natural disaster need is the man-made red tape of bureaucracy. So FEMA didn't ask many questions or make many demands. The suits from Washington doffed their coats and rolled their sleeves.

North Carolinians have always been generous when other regions of the country have needed help. They've pitched in with money and clothes and sweat. In 1989, when Hugo struck, the state's residents saw their kindnesses returned. Now they have been returned again.

So goes the cycle of interdependence and generosity. It will come this state's turn to give again, and its good people will be there, just as other good people were there for them. Don't waste time, then, trying to find the cynics. Anyway, we suspect they're too busy right now, being thankful.

CHARLOTTE OBSERVER

Clinton's team looks pretty much like him

By ROBERT S. BOYD
And ANGIE CANNON
Observer Washington Bureau

14A

WASHINGTON — President Clinton has hired an extraordinary number of women and minorities for key jobs in the White House and big federal departments, a Knight-Ridder analysis of his first 518 appointments reveals.

More than one of three high-level jobs in the administration is held by a woman, a 50% increase over the previous record set by President George Bush.

And more than one in five presidential appointments went to an African-American, Hispanic, Asian-American or American Indian, another all-time high.

The Clinton White House is like a "little U.N.," said Flo McAfee, a 41-year-old black woman who works in the Office of Public Liaison. "We have Asian-Americans, African-Americans, German-Americans, Italian-Americans. We have Protestants, Jews, Catholics. We are very much across the board."

While Clinton has aggressively sought ethnic and gender diversity, in other respects he has fallen short on his pledge to create a government that "looks like America."

The president has staffed his administration mostly with members of the same well-educated, upper-crust Eastern elite that ruled the nation for much of its history, the analysis shows.

A typical top Clinton official is about the president's age, holds an advanced degree from an Ivy League school, formerly worked in Washington, New York or Boston, and spent most of his or her career on the public payroll.

"Sometimes it feels like a college reunion around here," said Shirley Sagawa, 32, who works

with Hillary Rodham Clinton on health-care reform and is one of the more than 100 Harvard graduates picked by Clinton.

This elite crew is not what Clinton led people to expect when he moved to Washington from Arkansas promising change.

Instead, many of Clinton's key aides are former neighbors and classmates of people who worked for Presidents Bush, Ronald Reagan or Jimmy Carter.

"These are the people he hung out with," said Bruce Buchanan, a University of Texas political scientist.

To understand the makeup of the Clinton team, Knight-Ridder collected information on the origin, education and career of every high-level official appointed by the president from January through

August, ranging from cabinet secretaries to deputy assistant secretaries to midlevel White House aides.

The data was analyzed by computer and showed that:

- More than half the senior officials already lived in Washington. Many worked as lawyers or lobbyists or in the think tanks and congressional staffs that formed a Democratic government-in-exile during the Republican years. One in five served under Carter, the last Democratic president.

- Eight out of 10 key appointees were based in the narrow Washington-to-Boston corridor or along the Pacific coast. Barely 20% came

from middle America, which often sees the world in markedly different ways.

■ Although only 24 came from Arkansas, more than 50 — 1 in 10 — can be counted as "Friends of Bill" or "Friends of Hillary." They are the college pals and public policy enthusiasts with whom the Clintons spent much of their time during their climb to power.

■ The Clinton "meritocrats" are extraordinarily well-educated. Eight out of 10 have one or more postgraduate degrees from major universities. One in three attended Harvard or Yale, or both. At least 21 went to Oxford in England — most of them, like Clinton, as Rhodes Scholars.

"It's a reflection of the president's own educational background and his deliberate effort to network at college and law school," said Ross Baker, a political scientist at Rutgers University.

Diversity

Clinton's effort to raise the level of sexual and racial diversity is a radical change from the 30 years from Franklin Roosevelt to John Kennedy.

From 1933 to 1963, 12 women received high-level presidential appointments — less than 1% — according to Calvin Mackenzie, a political scientist who has studied the makeup of presidential staffs back to Roosevelt. Minorities were so rare that they don't even show up in the statistics.

Matters improved somewhat over the past 30 years. Women's share of the top jobs rose to 4% under Lyndon Johnson and Richard Nixon, 6% under Jerry Ford and 15% under Carter, the last Democratic president, Mackenzie found. Female appointees dipped to 10% under Reagan, but rose to 24% under Bush.

The number of women in top jobs increased to 37% under Clinton — well under the female proportion of the population but a

substantial gain over the previous record.

Minorities held less than 10% of the presidential appointments before Clinton. Their share now is 22%.

At a White House prayer breakfast on Aug. 30, the president preached a little sermon on the value of diversity: "Unless we can find strength in our diversity — our diversity of race, our diversity of income, our diversity of region, our diversity of religious conviction — we cannot possibly meet the challenges before us," he said.

"When you have diversity, you are given additional insights," said McAfee, the White House aide. "Instead of one viewpoint on an issue, you get another side."

Geography

The high percentage of top-level job holders from Washington and the Northeastern seaboard is striking, but not unusual.

"It's pretty standard for a Democratic president," said Michael Beschloss, a presidential scholar based in Washington. "I suspect it would have been the same if Michael Dukakis (the former Massachusetts governor and 1988 Democratic presidential candidate) had been elected."

Beschloss noted, however, that the geographic distribution of Clinton's appointees is "different than the campaign suggested. It's not an administration that 'looks like America.'"

The tendency to pick officials already working in the nation's capital has grown over the past 60 years. Presidents from Roosevelt to Kennedy drew 31% of their senior staffs from this region, according to Mackenzie's study. Since Johnson, the proportion rose to 48%.

Of Clinton's first 518 presidential appointees, 270 came out of Washington or its suburbs. California sent 42 people, New York 41 and Massachusetts 23.

No other state received more than a dozen top jobs, except Arkansas.

At last count, 24 senior administration officials were born or lived in Clinton's home state. Sixteen came directly from Arkansas to Washington. They include Thomas "Mack" McLarty, his kindergarten pal and chief of staff; Bruce Lindsey, his personnel director; and James Lee Witt, director of the Federal Emergency Management Agency.

This pattern is typical of presidents who bring along a collection of familiar faces, like Kennedy's "Irish Mafia," Carter's "Peanut Brigade" and Reagan's California cronies.

The nine states between Washington and Boston produced 350 appointees. California, Oregon and Washington state brought the total for the two coasts to 595, or 80% of those whose last residence could be determined.

"Presidents always have more of these people from the cosmopolitan part of the country," said John Green, director of the Bliss Institute of Politics in Akron, Ohio. "It's neither good nor bad, but it shows the contradiction between Clinton the outsider who is really the insider."

Education

Higher education seems to be precondition for service in the Clinton administration.

Four of the 518 top officials did not complete college. Approximately 98% have at least one college degree — compared with 20% for the population as a whole. Eighty percent earned master's degrees or doctorates.

Graham Allison, assistant secretary of defense for plans and policy, is an example of the academic superstars on the Clinton team. Allison, 53, has a bachelor's degree from Harvard, a master's degree from Oxford and a PhD from Harvard. He taught a generation of national security experts at Harvard's John F. Kennedy School of Government, and wrote or co-wrote seven books on foreign policy.

"These really are the best and the brightest," said Green, using a

phrase sardonically applied to the "whiz kids" who came to Washington to work for Kennedy and Johnson and left a country torn apart by the Vietnam War and racial violence.

"The best and the brightest sure can screw up," Baker acknowledged. "Academic credentials may be an indicator of raw intelligence, but they don't say much about common sense or emotional stability. But of course, you don't want the worst and dumbest."

Beschloss said Clinton may be "over-reverent of elite credentials from the great universities."

Clinton is following past practice. Mackenzie found that 96% of the senior officials in the past 30 years graduated from college, and 77% had advanced degrees, slightly fewer than Clinton's crew.

Age

As in geography and education, the age level of the president's appointees fits the mold of the past 60 years. This is somewhat surprising, since Clinton, the first baby boomer to reach the White House, is younger than any of his predecessors since Kennedy.

The median age of Clinton's top officials is 47 — his own age — meaning that half of them are older than he is and half are younger.

Since the Roosevelt administration, the median age of senior officials also averaged 47 years. It ranged from a high of 51 under President Dwight Eisenhower to a low of 46 under Harry Truman, Ford, Carter and Reagan, according to Mackenzie.

"It's good to know there are others my age here," said Paul

Dimond, 49, a Michigan lawyer who works on community development projects at the White House. "I don't feel like I'm the old guy."

The youngest Clinton appointee is Susan Rice, a 28-year-old graduate of Stanford and Oxford universities, who coordinates U.S. policy toward the United Nations from her desk at the National Security Council. The oldest is Treasury Secretary Lloyd Bentsen, 72, who was elected to Congress when Clinton was 2 years old.

As usual, the White House staff is younger — median age 44 — than the people who work elsewhere in the administration — median age 48.

Some observers worry that the highly educated baby boomers around Clinton lack the wisdom that age and experience bring. "This shows up in a lot of the bumbling around they've been doing," said Green.

But Stephen Hess, who worked in the Eisenhower White House when he was in his 20s, noted that even Clinton's younger aides have considerable previous experience

in government.

"What youth has is energy and enthusiasm to shake people up," said Hess, now a presidential scholar at the Brookings Institution. "The most dreadful wounds of this White House seem to be the responsibility of the older members of the staff."

Previous occupation

Clinton's staff also is largely composed of people who have spent all or much of their lives in the public sector rather than private enterprise.

Two out of three senior officials previously held government jobs at the federal, state or local level. Many of the others were involved in public policy as professional politicians, academics, economists, lawyers, lobbyists or journalists.

Eleven percent came directly from the business world.

This pattern is typical of Democratic presidents, Mackenzie found. Roosevelt and Truman each drew 20% of their senior aides from business, Kennedy 17%, Johnson 11%, and Carter 13%.

Republicans were more business-oriented. Eisenhower filled 34% of his jobs with businesspeople, Nixon 22%, Ford 16% and Reagan 22%. Data on the Bush administration is lacking.

Buchanan is not surprised by the large number of former government workers in Clinton's talent pool. "That's what it takes to get a grip on government," he explained. "Carter had a lot of trouble until he brought in experienced people."

Hess, a veteran of three Republican White Houses, said there is "nothing insidious" about the elite

class surrounding Clinton, even though it may clash with the populist image he tries to portray.

"These are the people who care about public policy, study it, teach it, write about it, apply for the jobs and are always around," Hess said.

As the Knight-Ridder survey shows, there may be a new management at the White House but, by and large, the same old meritocracy is still running things.

"Political appointees were an elite group 50 years ago and they still are today," Mackenzie said.

CHARLOTTE OBSERVER

SEP 20 1993

■ NORTH CAROLINA

FEMA: \$250,000 in checks in the mail

AVON — The Federal Emergency Management Agency's disaster field office says the first 71 checks totaling \$250,000 have been mailed to Dare County residents who had applied for temporary housing assistance.

Tom Credle, federal coordinating officer, will help cover rental assistance and minimal repairs to residences damaged by Hurricane Emily.

THE FORUM (FARGO)

Flood insurance provides no big payoff for Midwest

Des Moines, Iowa (AP)

Edith Ballard and Clarke Holmes each had basements ruined and major appliances destroyed when record flooding spewed 8 feet of water into their neighboring homes.

One of them had flood insurance; the other didn't.

Their experiences help explain why the National Flood Insurance Program, nearing its 25th anniversary, has so far failed to be widely purchased, especially in the Midwest.

"The people who need it most in the flood plains can't afford it," says Jackie Miller, a partner in the Miller and Fidler Insurance Agency in West Des Moines. They also can't afford to move from homes that are within their means solely because they are in flood-prone areas, adds her partner, Richard Fidler.

Of homeowners who do have policies, many got coverage only because it was required for a mortgage, then found out they didn't have protection for much of their losses.

Ballard had no flood insurance, just like an estimated nine out of 10 owners of homes or businesses in Midwest flood plains.

"I'm on Social Security. You just can't be buying everything," said the 74-year-old woman who lives alone.

But she wound up buying a new

furnace, water heater, washer-dryer and dehumidifier — all destroyed by the July floods in the blue-collar neighborhood that lies between the Raccoon River and Walnut Creek on the boundary of Des Moines and West Des Moines.

The new water heater was installed and her basement repainted when flood waters returned Aug. 29, sending nearly 3 feet of water back into the basement. The water heater will have to be cleaned but can be salvaged, she said.

Holmes had a federal flood policy only because it was required under terms of his Veterans Administration mortgage.

"Without insurance, it would be a real hardship," he said.

However, he expects to recover only about a third of his estimated \$25,000 in losses. Holmes said he's peeved he never was told he also could have bought insurance to cover the contents, as well as structural damage, at his three-bedroom ranch. His losses included two bedroom sets stored in his basement and appliances.

The Federal Emergency Management Agency administers the flood insurance program and has a preliminary estimate that it will pay \$50 million in claims from the 1993 floods. That's 27 percent of the payout for last year's Hurricane Andrew damage and one-seventh the \$350 million paid in 1989

to victims of Hurricane Hugo.

The smaller flood claims reflects lower Midwest property value and substantially lighter participation in the program than in hurricane zones, said FEMA spokesman Bill Zellars.

Private insurers face a steeper bill. Property Claims Service, an industry-supported organization in Rahway, N.J., which estimates insured losses caused by catastrophes, projects claims to private insurers at \$655 million.

Iowa has the largest privately insured losses, \$210 million, according to Gary Kerney, director of catastrophe services. Most of those claims were from downtown Des Moines businesses where sewers backed up because flooding prevented normal drainage, he said.

The separate insurance is needed because flood damage is not covered under standard comprehensive home and business policies that protect against such hazards as fire.

But there are limits on damages, including policies that require homeowners to pay a deductible of up to \$1,000.

Providers say the high cost and special treatment is justified by two factors: Flooding damage is much more widespread than in a fire and the coverage is usually only purchased by those who expect to collect.

Swamped again?

Official says N.D. could see more floods next year

Associated Press

BISMARCK, N.D. — Much of North Dakota could see a replay next spring of the floods that swamped the state over the summer, an official with the Federal Emergency Management Agency says.

Water tables remain high, and if topped with a cover of heavy snow, plus an early-season rain, the spring runoff could overwhelm areas of the state, said Bill Sanders.

"It's like a full bucket of frozen water going into spring ... If it rains on top of that, it's going to overflow," he said.

But Sanders cautioned that it is still too early to say for sure whether flooding is going to be a problem.

"There's two big missing elements," he said. "We don't know what the snowfall is going to be and we don't know what the spring rainfall is going to be."

John Enz, the state climatologist, said fall conditions do not necessarily predict spring flooding.

"I don't see any validity in saying flooding this year will be any worse than any other year," he said.

Sanders, however, said the coming of colder, shorter days leaves less time for the standing water from the summer floods to evaporate. When snow piles on top of the new frozen lakes, the chances of spring flooding are bolstered, he said.

FEMA has identified several scattered areas across North Dakota that are at the greatest risk of spring flooding. They are the entire Red River Valley, and the areas surrounding Bismarck-Mandan, Minot, Jamestown and Devils Lake.

Other Midwest states which were victims of the summer floods are at risk for spring flooding as well, Sanders said.

Floodwaters in North Dakota caused an estimated \$600 million damage this year. And FEMA officials now are preaching "hazard mitigation" to Midwesterners.

NEW YORK NEWSDAY

NEW YORK NEWS DAY RECORD

The Big Fix

Clinton unveils 'reinvented' government

By Timothy Clifford
and Martin Kasindorf P.5
WASHINGTON BUREAU

Washington — Mindful that the public's lack of confidence in government threatens his "agenda of change," President Bill Clinton unveiled the White House study on "reinventing government" yesterday with a prediction that these measures to sharpen yet cut the federal bureaucracy will revive people's faith in the future.

"This just isn't about changing our government," Clinton said at a White House news conference where he and Vice President Al Gore presented the study, which took six months to complete. "It's about changing our country . . . This is an American imperative and we all need to be part of it."

Titled "From Red Tape to Results: Creating a Government That Works Better and Costs Less," Gore's National Performance Review report puts forward more than 800 recommendations that, if all adopted, would reduce the bureaucracy by 12 percent. That would include about 252,000 jobs — 100,000 already cut in the fiscal 1994 budget — and save, according to the report's own estimates,

\$108 billion over five years. But the report provided no cost or savings estimates for nearly a quarter of the recommendations to the agencies.

Among its most notable proposals are: Restructure the Civil Service system; extend the federal budget cycle from one to two years; make government more "user-friendly;" cut down on government field offices; privatize some government services, such as the air traffic control system; guarantee better postal service; merge the Drug Enforcement Administration (with the Bureau of Alcohol, Tobacco and Firearms to follow in five years) into the FBI.

Pointing to the coming battles over health-care reform and the North American Free Trade Agreement, Clinton said: "To accomplish any of these goals, we have to revolutionize the government itself so that the American people trust the decisions that are made and trust us to do the work that government has to do. The entire agenda of change depends upon our ability to change the way we do our own business with the people's money."

Although several administration officials said that the White House could put more than two-thirds of the recom-

mendations into force without congressional approval, others were not so sanguine since, as one pointed out, congressional oversight subcommittees could claim the changes involved "policy" and warrant their involvement in the process.

But Clinton — who is scheduled to travel this week to Virginia, Ohio, Texas and California to boost the plan — is expected to sign later this week an executive order directing government agencies dealing with the public to start setting "customer service" standards.

During his speech yesterday, the president urged Republicans, Democrats and (without naming Ross Perot) independents to support the plan to "fix" the government. Asked about the plan yesterday during an interview on the C-SPAN cable network, however, Senate Minority Leader Bob Dole (R-Kan.) complained that congressional Republicans had not been brought into the process.

"If it's going to make government smaller and be more efficient and cost less money, we're going to be for it," Dole said. "[But] I think there's been a lot of hype, a lot of overstatement."

For their part, the leaders of the three largest unions of federal employees sounded supportive, especially lauding Gore's team for seeking their suggestions during the study.

Asked about the proposed job cuts at a news conference later in the day,

John N. Sturdivant, national president of the American Federation of Government Employees, AFL-CIO, said the proposed reduction — mainly among middle-level officials charged with internal controls by a combination of attrition, early retirements and buyouts — would be "achievable without undue disruption to the rank-and-file workers."

By the end of next month, the president has pledged to create a National Partnership Council to deal with Civil Service reform and transform the adversarial labor-management relationship — a high priority for federal employees' unions.

LESS FILLING

These are the recommendations released yesterday for reinventing the federal government. The fiscal impact of each recommendation is listed where available. Fiscal estimates were made for 1994 only where action could impact spending in that year. Most estimates cover 1995-99. (Boldface numbers in parentheses indicate spending change — minus sign for savings, plus sign for additional expenditure; lightface numbers indicate change in revenue. Figures are in millions.)

Agency for International Development

- Redefine and focus its mission and priorities.
- Reduce funding, spending and reporting micromanagement.
- Overhaul the personnel system, including benefits.
- Manage employees and consultants as a unified workforce.
- Establish an innovation capital fund, an investment fund to improve management systems and customer service.
- Re-engineer management of projects and programs.
- Consolidate or close overseas missions.

Department of Agriculture

- End the wool and mohair subsidy (-\$823).
- Eliminate federal support for honey (-15).
- Reorganize the department to better accomplish its mission, streamline its field structure and improve service to its customers

(-1,572.5).

- Implement a consolidated farm management plan.
- Administer the employment and training requirements for food stamp recipients more effectively and efficiently (-1,041.1).
- Encourage better food package management practices and facilitate multistate contracts to contain costs for infant food and formula in the Women, Infants and Children Program (-500).
- Deliver food stamp benefits via an electronic benefits transfer to improve service to customers while remaining cost-effective. This could eliminate paper stamps.

Department of Commerce

- Reinvent federal economic and regional development efforts.
- Provide better coordination to refocus and leverage federal export promotion. This would improve services to U.S. businesses competing in world export markets.
- Reform the federal export control system for commercial goods.
- Strengthen the Tourism Policy Council.
- Create public / private competition for the National Oceanic and Atmospheric Administration Fleet.
- Improve marine fisheries management (+375).
- Provide Economic Development Administration public works

loan guarantees for infrastructure assistance.

- Establish a manufacturing technology data bank to help U.S. manufacturing firms increase technical capabilities.
- Expand the electronic availability of census data.
- Amend the Omnibus Trade and Competitiveness Act to increase the data quality of the National Trade Data Bank.
- Eliminate legislative barriers to the exchange of business data among federal statistical agencies.
- Establish a single civilian operational Environmental Polar Satellite Program (-300).
- Use sampling rather than more costly method of counting to minimize cost of the decennial census.
- Build a business and economic information node for the "information highway."
- Increase access to capital for minority businesses.

Department of Defense

- Rewrite policy directives to include better guidance and fewer procedures.
- Establish a unified budget.
- Purchase best value common supplies and services from public, private or non-profit sources.
- Contract out non-core functions.
- Create incentives for the department to generate revenues (-500) (+60).
- Establish and promote a productivity-enhancing capital investment fund (-110.3).
- Create a healthy and safe environment for department activities.
- Encourage use of quality management concepts.
- Maximize the efficiency of its health care operations (+350).
- Give installation commanders more authority and responsibility over installation management.
- Reduce National Guard and Reserve Costs (-900).
- Streamline and reorganize the U.S. Army Corps of Engineers (-68).

Department of Education

- Redesign Chapter 1 of Elementary and Secondary Education Act. This would focus education funds on the neediest students and simplify requirements for schools (-\$3,000).
- Reduce the number of programs the department administers (-515).
- Consolidate the Eisenhower Math and Science Education Program, a teacher training program, with Chapter 2 to shift emphasis from short-term training to a more coherent national focus on professional development.
- Consolidate National Security Education Act programs to strengthen foreign language study and avoid duplication.
- Streamline and improve the grants process.
- Provide incentives for the department's debt collection service.
- Simplify and strengthen institutional eligibility and certification for participation in federal student aid. Would develop ways to measure default indicators to create profiles of high-risk institutions (-175).
- Create a single point of contact for program and grant information (+1.8).
- Improve employee development opportunities.
- Eliminate the grantback statutory provision of the General Education Provisions Act.
- Build a professional, mission-driven structure for research.
- Develop a strategy for technical assistance and information dissemination.

Department of Energy

- Improve environmental contract management.
- Incorporate land-use planning in cleanup.
- Make field facility contracts outcome-oriented, to improve efficiency and contractor performance (-570).
- Increase electrical power revenues and study rates (+3,601).
- Strengthen the Federal Energy Management Program.
- Redirect energy laboratories to post-Cold War priorities (-2,150).
- Save costs through private power co-

generation (-112).

- Support the sale of the Alaska Power Administration (-20.5) (-52.5).

Environmental Protection Agency

- Improve environmental protection by increasing local government flexibility.
- Streamline permit program (-22.5).
- Shift emphasis toward pollution prevention and away from pollution control. Includes motivating the private sector to invest in cleaner, less-polluting technologies and practices.
- Promote the use of economic and market-based approaches to reduce water pollution.
- Increase private sector partnerships to accelerate development of innovative technologies.
- Stop the export of banned pesticides.
- Establish measurable goals, performance standards and strategic planning.
- Reform contract management.
- Establish a blueprint for environmental justice through EPA's operations.
- Promote quality science for quality decisions.
- Reorganize EPA's Office of Enforcement (-10.5).

Executive Office of the President

- Delegate routine paperwork review to the agencies and redeploy OMB resources more effectively.
- Modify the OMB circular system.
- Strengthen the Office of U.S. Trade Representative's coordination with state and local governments (+0.5).
- Improve Federal Advisory Committee management (-1.4).
- Reinvent OMB's management mission (+0.1).
- Improve OMB's relationship with other agencies.
- Strengthen the Office of the U.S. Trade Representative's trade policy coordination process.
- Strengthen the Office of the U.S. Trade Representative's negotiation process.
- Establish a customer service bureau in the EOP.
- Conduct qualitative self-reviews of criti-

cal administrative processes.

- Improve the presidential transition process.
- Improve administrative processes.

Federal Emergency Management Agency

- Shift emphasis to preparing for and responding to the consequences of all disasters.
- Develop a more anticipatory and customer-driven response to catastrophic disasters.
- Create results-oriented incentives to reduce the costs of a disaster.
- Develop a skilled management team among political appointees and career staff. Leadership has been a weak link.

Department of Health and Human Services

- Promote effective, integrated service delivery for customers by increasing collaborative efforts.
- Re-engineer the process for issuing regulations.
- Develop a national, uniform inspection system to ensure a safe food supply.
- Reconfigure support for health professions education.
- Restructure the management of railroad industry benefit programs.
- Improve Social Security Administration disability claims processing to better serve people with disabilities and safeguard trust fund assets (-4,010).
- Protect Social Security, disability and Medicare trust fund assets by removing

barriers to funding productive oversight activities.

- Coordinate collection and dissemination of Social Security Administration death information to protect federal program assets.
- Take more aggressive actions to collect outstanding debts owed to the Social Security Trust Fund (-335).
- Institute and collect user fees on FDA's inspection and approval processes. Food, drug and medical device manufacturers should be required to pay for services (-1,439.8).
- Redesign Social Security Administration service delivery and make better use of technology to provide improved access and services to customers.
- Strengthen departmentwide management.
- Review the field and regional office structure and develop a plan for shifting resources to match workload demands.
- Amend the Health Care Financing Administration's contracting authority to allow for competitive contracting (-585).

Department of Housing and Urban Development

- Reinvent public housing, including streamlining public housing rules and improving management.
- Improve multifamily asset management and disposition, utilizing public/private partnership. Congress should reduce restrictions on HUD sale of multifamily properties.
- Improve single-family asset management and disposition to streamline and improve management of HUD — assigned single-family mortgages.
- Create an assisted-housing / rent subsidy demonstration project.
- Establish a new housing production program.
- Streamline field operations (-167).
- Refinance Section 235 mortgages (-210).
- Reduce Section 8 contract rent payments (-225).
- Consolidate Section 8 certificates and vouchers.

- Reduce operating subsidies for vacant units.

Intelligence Community

- Enhance intelligence community integration.
- Enhance community responsiveness to customers.
- Reassess information collection to meet new analytical challenges.
- Integrate intelligence community information management systems.
- Develop integrated personnel and training systems.
- Merge the president's Intelligence Oversight Board with the president's Foreign Intelligence Advisory Board.
- Improve support to ground troops during combat operations.

Department of the Interior

- Establish a hard rock mine reclamation fund to restore the environment.
- Redefine federal oversight of coal mine regulation (-28).
- Establish a national spatial (geographic) data infrastructure (+36).
- Promote entrepreneurial management of the National Park Service. (+332) (+993).
- Obtain a fair return for federal resources (+132.4) (+549.7).
- Rationalize federal land ownership.
- Improve the land acquisition policies.
- Improve Mineral Management Service royalty collections (+28).
- Establish a system of personnel exchanges.
- Consolidate administrative and programmatic functions (-17.5).
- Streamline management support systems.
- Create a new mission for the Bureau of Reclamation (-184.1).
- Improve the federal helium program (-12) (+35).
- Enhance environmental management

by remediating hazardous material sites (18.7).

Department of Justice

- Improve the coordination and structure of federal law enforcement agencies (-187).
- Improve border management.
- Redirect and better coordinate resources dedicated drug interdiction.
- Improve Department of Justice debt collection efforts.
- Improve the Bureau of Prisons education, job training and financial responsibilities programs. (+13.5).
- Improve the management of federal assets targeted for disposition.
- Reduce the duplication of drug intelligence systems and improve computer security.
- Reinvent the Immigration and Naturalization Service's organization and management (-48).
- Make the Department of Justice operate more effectively as the U.S. government law firm.
- Improve white collar fraud civil enforcement (+14) (+111).
- Reduce the duplication of law enforcement training facilities.
- Streamline background investigations for federal employees (-48).
- Adjust civil monetary penalties to the inflation index (+193).
- Improve federal courthouse security (+24).
- Improve the professionalism of the U.S. Marshals Service, which includes reducing some positions (-38).
- Develop lower cost solutions to federal prison space problems.

Department of Labor

- Enhance reemployment programs for occupationally disabled federal employees (-125.7).
- Develop a single comprehensive worker adjustment strategy.
- Expand negotiated rulemaking and improve upfront teamwork on regulations.
- Expand the use of alternative dispute resolution.

- Automate the processing of ERISA annual financial reports (Forms 5500) to cut costs and delays in obtaining employee benefit plan data (-49.7).
- Amend the ERISA requirement for summary plan descriptions (-8.8).
- Redirect the Mine Safety and Health Administration's role in mine equipment regulation.
- Create one-stop centers for career management.
- Create a boundary-spanning work force development council.
- Refocus the responsibility for ensuring workplace safety and health.
- Open the Civilian Conservation Centers to private and public competition.
- Partially fund mine safety and health enforcement through service fees (-44.4).
- Integrate enforcement activities..
- Apply information technology to expedite wage determinations for federal contracts (+8.1).
- Provide research and development authority for the mine safety and health program.
- Increase assistance to states in collecting delinquent unemployment insurance trust fund contributions.
- Revise and update the Consumer Price Index (+58.8).
- Improve the delivery of legal services by the Office of the Solicitor.
- Transfer the Veterans' Employment and Training Service to the Employment and Training Administration (-46).
- Reduce Federal Employees' Compensation Act fraud (-22.6).
- Change the focus of the Unemployment Insurance Benefits Quality Control Program to improve performance.

National Aeronautics

And Space Administration

- Improve NASA contracting practices.

- Increase NASA technology transfer efforts and eliminate barriers to technology development.
- Increase NASA program coordination with the U.S. civil aviation industry.
- Strengthen and restructure NASA management (-1,982).
- Clarify the objectives of the Mission to Planet Earth Program.

National Science Foundation / Office of Science And Technology Policy

- Strengthen coordination of science policy.
- Use a federal demonstration project to increase research productivity.
- Continue automation of National Science Foundation research support functions.

Small Business Administration

- Allow judicial review of the Regulatory Flexibility Act concerning small businesses.
- Improve assistance to minority small businesses.
- Reinvent the administrator's credit programs.
- Examine federal guidelines for small business lending requirements.
- Manage the Microloan Program to increase loans for small business.
- Establish user fees for small business development center services (+102.0).
- Distribute staff based on workload and administrative efficiency.
- Improve federal data on small businesses.

Department of State / U.S. Information Agency

- Expand the authority of chiefs of mission overseas.
- Integrate the foreign affairs resource management process.
- Improve State Department efforts to promote U.S. business overseas.
- Provide leadership in the department's information management.
- Reduce mission operating costs (-57.8).
- Consolidate U.S. nonmilitary international broadcasting.

- Relocate the Mexico City Regional Administrative Management Center (-8.1).
- Improve the collection of receivables (-8.8).
- Change UN administrative and assessment procedures (-36.2).

Department of Transportation

- Measure transportation safety.
- Streamline the enforcement process.
- Use a consensus-building approach to expedite transportation and environmental decision-making.
- Establish a corporation to provide air traffic control services.
- Permit states to use federal aid as a capital reserve.
- Encourage innovations in automotive safety.
- Examine user fees for international over-flights (+9).
- Increase FAA fees for inspection of foreign repair facilities (+8).
- Contract for Level I air traffic control towers (-3.1).
- Establish an aeronautical telecommunications network to develop a public-private consortium.
- Improve intermodal transportation policy coordination and management.
- Develop an integrated national transportation research and development plan.
- Create and evaluate telecommuting programs.
- Improve information technology management (-224.5).
- Provide reemployment rights for Merchant Mariners.
- Establish an independent commission to review U.S. maritime industry.
- Eliminate funding for highway demonstration projects (-7,853).
- Reduce spending for the U.S. Merchant Marine Academy (-45.16).

- Rescind unobligated earmarks for the FTA new starts and bus program (-131.5).
- Reduce the annual essential air service subsidies (-65.0).
- Terminate grant funding for Federal Aviation Administration higher education programs (-45.4).
- Assign Office of Motor Carriers field staff to improve program effectiveness and reduce costs.
- Automate administrative requirements for federal aid highway projects.

Department of Treasury / Resolution Trust Corp.

- Improve coordination and structure of federal law enforcement agencies (-82.9).
- Improve border management.
- Redirect and better coordinate resources dedicated to the interdiction of drugs (-188.8).
- Foster federal-state cooperative initiatives by the IRS.
- Simplify employer wage reporting.
- Establish federal firearms license fees to cover costs (+132.5).
- Improve the management of federal assets targeted for disposition.
- Reduce the duplication of drug intelligence systems and improve computer security.
- Modernize the IRS.
- Modernize the U.S. Customs Service (+450.0).
- Ensure the efficient merger of Resolution Trust Corp. into the FDIC.
- Reduce the duplication of law enforcement training facilities.
- Streamline background investigations for federal employees.
- Adjust civil monetary penalties to the inflation index. (+126).
- Increase IRS collections through better compliance efforts.
- Improve agency compliance with employment tax reporting requirements.
- Authorize federal tax payment by credit card.
- Modernize the financial management systems (-41.1).
- Repeal Section 5010 of the Internal

Revenue Code to eliminate tax credits for wine and flavors (+500)

- Amend or repeal Section 5121 of the Internal Revenue Code requiring special occupational taxes on retail alcohol dealers (+45).

Department of Veterans Affairs

- Develop the master veteran record and modernize the department's information infrastructure.
- Modernize benefits claims processing.
- Eliminate legislative budget constraints to promote management effectiveness.
- Streamline benefits claims processing (+1.8).
- Consolidate Department of Defense and Department of Veterans Affairs compensation and retired pay programs.
- Enhance VA cost-recovery capabilities (+486.5).
- Establish a working capital fund.
- Decentralize decision-making authority to promote management effectiveness.
- Establish a comprehensive resource allocation program.
- Serve veterans and their families as customers.
- Phase out and close supply depots (-168).
- Improve business practices through electronic commerce (-124.1).
- Eliminate "sunset" dates in the Omnibus Budget Reconciliation Act of 1990 (-784.8) (+490).
- Raise the fees for Veterans Affairs' guaranteed home loans (-811.4)
- Restructure the Veterans Affairs' health care system.
- Recover administrative costs of Veterans' Insurance Program from premiums and dividends.

BISMARCK TRIBUNE

September 12, 19

Disaster application deadline Nov. 15

FARGO (AP) — Two federal agencies providing disaster assistance to North Dakota flood victims are extending the deadlines people can apply for help.

Ed Conley of the Federal Emergency Management Agency said the new deadline to apply for assistance from FEMA and the Small Business Administration is Nov. 15. The original deadline was Sept. 22.

"What we have in North Dakota is an ongoing disaster," Conley said. "We've added

counties pretty much since the original declaration on July 28. Most recently we added Williams and Divide counties. We wanted to make sure everyone had an opportunity to apply and felt there was a need to extend the deadlines to accomplish that."

More than 7,600 people have signed up for flood disaster assistance, he said.

FEMA has paid out more than \$8 million in disaster housing funds and the SBA has disbursed more than \$5 million in loans.

Conditions 'prime' for floods

FEMA feels spring runoff might swamp state

By PETER SALTER, Tribune Staff Writer

Even a North Dakota winter — with its coarse, blowing snow — should be a welcome change from a waterlogged summer.

Snow doesn't stink, flood your basement, swamp the carpet, short-circuit the TV, warp paneling, liquify the couch and foster mold growth.

At least not yet.

Conditions are prime for a repeat of this summer's flooding, said Bill Sanders of the Federal Emergency Management Agency, and snow will play a leading role.

Water tables remain high, he said, and if topped with a cover of heavy snow — and mixed with early-season rain — the spring runoff could

overwhelm rural ditches and city streets with another deluge.

"It's like a full bucket of frozen water going into spring. Last winter, we had an empty bucket," Sanders said. "If it rains on top of that, it's going to overflow."

It started in July when summer rains drenched the prairie. The ground filled up, turned to sponge and now, in some areas water sits in lakes and planes that didn't exist last year. "It simply has nowhere to go," Sanders said.

The coming of colder, shorter days leaves less time for the standing water to evaporate. When snow piles on top of the new frozen lakes, the chances of spring flooding is bolstered, Sanders said.

FEMA identified several scattered areas in North Dakota, including the Bismarck-Mandan area, that face the greatest spring flood risk. In bowl-shaped terrain, rainfall, mixed soon with snowmelt, has nowhere to run.

Still, most of the state — especially counties with flat lowlands — have moist water tables and could face another overflow. Or, the all-too-familiar smell of soggy basements.

"There could be another flood," he said. "Or severe seepage and drainage problems."

The state climatologist, however, said most of North Dakota — except for the northeast corner — hasn't had significant rain since July and is drying out. And, said John Enz, fall conditions don't necessarily predict spring flooding.

"I don't see any validity in saying flooding this year will be any worse than any other year," Enz said.

Sanders said it's still too early to predict exact

FROM PAGE 1A
tly what to expect. He's hoping for a late freeze — more time for standing water to evaporate or run off; a light snowfall — less falls, less melts; a warm, dry spring and a regular thaw.

"There's two big missing elements: we don't know what the snowfall is going to be and we don't know what the spring rainfall is going to be," he said.

In the Bismarck area, soil moisture has gone through extremes. Just two years ago, the Palmer Drought Index indicated an extreme drought, with a soil moisture reading of negative 5.82. Now, the area is under an extreme moist spell and the index turned full circle, at 5.96 to the positive side.

It's not just a local problem, Sanders said. Most states — North Dakota, South Dakota and the Missouri and Mississippi River valleys — victims of flooding this year are potential victims next year.

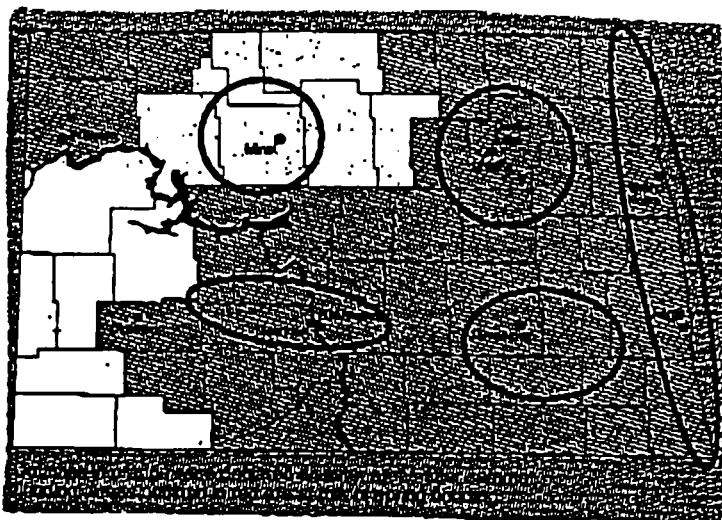
North Dakota floodwaters caused an estimated \$600 million damage this year, Sanders said. And as FEMA moves from its first stages — response and recovery — its workers are preaching hazard miti-

gation.

"It will prevent similar damage from similar types of flooding that may come later," he said. FEMA's plans are laid out in a stack of brochures that run the gamut from flood-proofing the basement to jacking the house above flood level and handling sump pumps.

State and federal workers will distribute the pamphlets. But it will be up to home and business owners to take the measures.

"If they're sitting around rolling the dice, thinking they'll be OK, they're taking an awfully big chance," Sanders said.



How to avoid water damage

The threatening forecast is darkened by ugly clouds: you keep an all-night vigil on your newly remodeled, finally dry basement.

- The water is coming.

- What do you do?

Short of moving your house away from the flood's path — for some people, that's the only option — or jacking your house above flood level — that, too, can be done — FEMA recommends wet flood-proofing your home.

"If disaster returns, you can prevent some of the damage from reoccurring," said Bill Sanders of

FEMA.

Sometimes, the river running into your house can be dammed or diverted. But if water's path to your basement is inevitable, Sanders said, you can lessen the damage by moving its regular fixtures up and out. Before that, though, replace the building materials below the flood line with water-resistant materials.

Then, replace furnishings with lightweight models — items that can be hauled away quickly. Heavy, bolt-to-the-wall bookshelves should be moved to a different lev-

el. Appliances — hot water heater, furnace — should be elevated at least 12 inches above the water line or moved upstairs. Electrical outlets and circuit boxes need to be lifted, too.

Other FEMA brochures highlight the proper use of sump pumps — follow directions or risk a buckling, crumbling foundation; carpet cleaning and drying; flood wall construction; and electrical system protection.

The tips are available at state emergency offices and through FEMA.

► GRAND FORKS

Influenza might hamper hantavirus work

An expected prevalence of influenza this season could make it more difficult for doctors to spot the hantavirus.

Dr. Stephen McDonough, chief preventive officer for the North Dakota health department, said strong strains of influenza have already been reported in Louisiana, and their symptoms are identical to those of hantavirus.

The most recurrent symptoms are fever, chills and diffuse body pain.

The virus already is being blamed for the death of a 14-year-old Fort Totten boy in late August. The virus is thought to be carried on airborne particles of deer mouse feces or urine.

Doctors throughout the state are sending tissue and blood samples from patients they suspect may have had the disease in the past to the Centers for Disease Control and Prevention in Atlanta. The health department is also checking death certificates of those who died from respiratory illness or pneumonia since 1990.

— Associated Press

Bismarck Tribune

Answer Book

September 26, 196

FLOOD FACTS

- Agricultural losses totaled \$390 million statewide up to July.
- More than 800,000 sandbags were dispatched to rural and city dwellers by the Army Corps of Engineers, state agencies and local stockpiles. Bismarck and Burleigh County used 10,000, and Morton County 15,000.
- Sixty percent of Bismarck's homeowners received flood damage.
- Bismarck's Sleepy Hollow Summer Theatre lost \$20,000 in costumes, props and technical equipment and the warehouse was flooded with 10 inches of water.
- Golfball-sized hail and flash floods caused \$5 million in damage to the Wally Byam Caravan Club's showcase trailers.
- July damage figures from North Dakota's 31 disaster counties list private residences at \$14.9 million, businesses at \$27 million and public facilities at \$11.25 million.
- Up to July, American Red Cross Emergency relief in North Dakota totaled \$200,000.

THE NEW YORK TIMES

River Town Votes to Move

VALMEYER, Ill., Sept. 12 (AP) — Although the flood waters have receded, this entire town has voted to pick up and move.

Residents of Valmeyer, 15 miles south of St. Louis, voted in favor of moving the town of 900 people to higher ground to the east, Mayor Dennis Knobloch said Saturday.

"We thought when the water went down, all our problems would go with it," he said. "But the water was just the tip of the destruction."

Of the 239 votes cast last week, 66 percent favored moving to high-

er ground, Mr. Knobloch said.

More than half of the town's 346 homes sustained major damage during the weeks of high water this summer. Officials will now begin buying land, and construction could start next spring or summer, Mr. Knobloch said. The cost was estimated at \$60,000.

The Federal Emergency Management Agency may be willing to buy out some property owners because it would cheaper than paying flood insurance claims, a spokesman for the agency, Len DeCarlo, said.

IOWA, COLORED BLUE

The flood of '93
leaves Midwesterners
with a surreal
landscape in place
of home.

Sec. 6 P. 36

BY MARY SWANDER

IN THE GREAT DELUGE OF THE OLD Testament, it rained for 40 days and 40 nights. In the heart of the flood region in my home in Kalona, Iowa, on the banks of the Picayune Creek, which runs into the Iowa River, which runs into the Mississippi, the rains drenched the houses and rolling fields of this farming community for more than 365 days and nights.

The spring of a year ago actually began with a drought, the ground a dry crust in May. Then, over the Fourth of July weekend, the sky finally darkened and let loose. Happiness! But as though someone had forgotten to turn off the faucet, it rained. And rained. And rained. There was concern when the October harvest was pushed into November because the combines were unable to work the muddy fields and our usual bright, snowy winter days became filled with freezing rain. Concern turned to worry when the spring

rains became ranting, raving storms, the fields too wet to plow, the river rapidly rising. Worry turned to alarm by June when the rains kept on coming. And fear seized us when our fireworks for the Fourth were house-shaking cracks of thunder and sizzling bolts of lightning.

During the month of July, fear turned to numbed disbelief as the mighty Mississippi — normally sparkling with the luster of a newly polished floor — turned into a raging monster of mud. The river carried in its muddy maws everything from pianos and gigantic elm and cottonwood trees to Mason jars full of tomatoes and

hunks of meat floating out of freezers. It also carried propane tanks filled with fuel, water moccasins and raw sewage wastes.

By the end of July when the city water sewage system failed in St. Joseph, Mo., making drinking water a precious commodity, Midwesterners had learned to take the whole calamity in stride. "I don't mind the problem so much," one resident said. "The flood tore loose the basement wall at my sister's house, uncovering a natural spring that just bubbles up into the room. I go over there with jugs and fill up on all the water I need."

On Aug. 1, when the Iowa River began to drop, we wearily moved our desks, sofas and chairs, our stereos and clothes out of friends and relatives' garages and sheds, off vans and pickup trucks, and back into our shops and homes. But on Aug. 10 the sky pummeled us again and the river rose higher than ever before this year. Then, over the last weekend in August, the oh-no-here-it-comes-again heavy rain pounded large areas of Iowa and parts of eight other neighboring states.

We joke that come winter we will ice-skate on the cornfields, and this time, we won't think of moving back into our homes until the snow flies.

But, come winter, what if all this rain becomes snow?

The ground is saturated. Water leaks into basements even when it isn't raining. Hoof prints from my neighbor's bull, which broke out of its pasture and danced through my yard in June, are still deep, sloshy depressions. If the weather keeps up, we will have lots of snow, but with the water table within inches of the surface of the ground, the melting waters come spring will have no place to go. So the Corps of Engineers has advised us to remain on the alert, and sandbags still lean against walls and doorways.

The stores are sold out of dehumidifiers. Even in houses that weren't water-damaged, mold has started to creep up walls. Jean Prior, a geologist in Iowa City, says: "The air has become like a big sponge. If the water doesn't get you coming down, it gets you coming up." She predicts that, depending on the amount of snow we get, this winter we'll see frost heaves that may crack foundations, buckle roads and bridges.

"WATCH YOUR HEAD!" WALT KING CALLS FROM the stern of his flat-bottom boat, his hand on the rudder of his outboard motor, the flood waters of the Mississippi parting as we float down Main Street in early August in the small river town of Alexandria, Mo. I duck and

electrical wires graze my hair. We are eye level with the tops of telephone poles, their transformers rising out of the muddy water. The blades of Walt's motor snag a street sign and the engine coughs to a stop.

"The river, she's dropping almost a foot a day now and my boat's getting caught up on everything," Walt explains, leaning over to pry loose the motor blades. "Up until a couple of days ago, it was smooth sailing through here. Oh, you might dodge an occasional chimney or TV antenna, but now a guy can hit anything: side of a house, top of the ball park back stop, and — *blam!* — you're flying into the water."

This summer it looked as if the whole town of Alexandria had plunged headfirst into the raging waters of the Mississippi. With a population of 415 people living in a hundred or so wooden houses and mobile homes, the town became one of the hardest-hit casualties of the Great Flood of 1993.

Walt, the local junkyard and auto salvage dealer, is a cross between Joe Gargery, the blacksmith in Dickens's "Great Expectations," and Mike Fink, the legendary Mississippi River keelboat man who was said to have grappled with bears and to have been capable of

whipping any gator on the river. At 57, Walt is tall and strong, his torso powerfully built, his brown hair flecked with gray. Like Fink, he knows not only the ins and outs of people's lives along the river but the twists and turns, the risings and fallings of the great Mississippi serpent itself.

After spending his youth traveling through Iowa with his father, who made a living smashing cars for salvage, Walt settled over the Missouri border in Alexandria where you could buy a drink on Sunday. At one time, Walt was appointed town marshal, but his tenure didn't last long since he couldn't find it in his heart to arrest anyone. "Just can't do that to your friends," he says.

"There's Jake the Snake's house. Boy, am I glad he's not alive to see that." Walt points to a house that has been lifted off its foundation and dropped down again, now listing in the water, its front porch cracked and crumpled, the window glass blown out. We stare into the living room, the wall slumped into the water, its siding, insulation and wallboard carried off somewhere downstream.

"Yup, I'm real glad Jake didn't see that." Walt grins, shaking his head. Jake, Walt explains, was a friend, the owner of the Water Hole No. 3 Tavern, a man who wasn't squeamish about asking the bartender to extract a bad tooth with a pair of pliers.

With its main tributary, the Missouri, the Mississippi River system is the third-longest in the world (after the Nile and the Amazon), its drainage basin encompassing parts of 31 American states and two Canadian provinces. But it is the middle section of the mighty river, from Davenport, Iowa, to St. Louis, Mo., that year after year experiences the greatest amount

In La Grange, Mo., water marks in the living room of Bonnie and Jack Childress tell of the river's rise and fall.

The McGlothlins — Christie, Tony, Nicholas and Christopher — watching boats on a road in Orrick, Mo.

of flooding. Here, the absence of lakes, the high rainfall and tremendous runoff from sizable tributaries set the stage for the Mississippi's periodic rise over its banks.

This year's flood along the Mississippi was the worst in recent memory, perhaps even the worst since records began to be kept back in the late 1800's. A satellite picture taken July 14 showed most of Iowa colored blue as if the whole state were

another one of the Great Lakes.

"We thought the 1947 flood was bad," Walt says as he and I head down Pecan Street in our boat toward his auto salvage and junkyard on the edge of town. "I had a water mark of 11 feet on my shop then, but this year the water was up to 17 feet." This year's flood has also lasted longer than anyone can remember. "Usually we get a couple of weeks of flooding in the spring, then it's over," Walt says. "But this year, the river rose in the spring, then just kept going. On July 8, the levee broke,

then we went under for the rest of the summer."

From the ground, you could find yourself in a house like mine that, because of a slight bump in the land, was high and dry. Or you might go into an isolated town that was far enough from the river not to have suffered. Regulars would gather at the local cafe for their 10 o'clock coffee breaks without much talk of clogged sump pumps, rubber boots and tetanus shots. You knew about the flood — everyone knew about the flood — but if you didn't own a car or plan a trip across the state or even to the next town just 10 miles away, you could come away from the summer with the impression that most of the area was dry but for a few wet spots.

But by mid-July you could see from the air that everywhere the ground was wet, sodden and soggy, with just a few dry spots surrounded by damp fields or swirling water. Wetlands that had been drained for decades and used to grow corn returned to swamps. Quarries that once were nothing more than teen-age hangouts and swimming holes became lapping, lulling lakes. Tributaries that once

looked like thin, brown threads weaving their way through the warp of the land now appeared more like bulging and gnarled ropes.

Even if you had lived your whole life in the region as I have, and had spent your youth pulling in bluegills on a cane pole, this summer it was hard to remember where the river was actually supposed to be. You looked down on what you thought was the river, then realized it was farmland when the tip of a silo peeking from the water gave you your bearings.

And how quickly the mind adjusts to new realities. Now that the water has been standing in the fields for almost two months, we've become accustomed to the new "lakes." Sometimes I catch myself wondering why I've never fished in that "pond" or stopped to dangle my feet in a particular "lake" on a hot summer's day.

OUR BOAT SPUTTERS faster through the murky water.

"I think I hear Ducky," Walt says, picking up the clatter of men's voices echoing over the water. "Old Ducky Gates. He's Jake the Snake's brother."

Walt guides the rudder and spins the boat down to a mobile home, with water up to the top front step.

"Ducky?"

"Hey, Walt!" a man in his 50's replies, stepping out in front of his house in a pair of hip waders and a chartreuse fish-net shirt that reveals the tattoo of a rose on his left biceps. His eyes are round, playful, warm; his hair light brown and cut Buster Brown-style across his forehead. His son-in-law, a man in his 20's, slogs through the water beside him. Their boat is tied to a telephone pole, a Chihuahua trembling and hiding under one of the seats.

Ducky motions to his house. "Want to rent it or buy it?" he says, laughing. The dog yips and Ducky picks it up in his arms. "Little guy's so screwed up. He's been wanting to go home, so I brought him down tonight."

Home for Ducky, who got his name as a child when he played incessantly in the waters of the 1947 flood, is now a mud-caked ruin.

"Ain't a very neat house," he says, showing me in. My feet sink into a layer of eight-inch ooze — thick, dark and brown like chocolate pudding. The odor of mold, sewage and rotting fish permeates the room, the smell so strong my eyes water. The interior of the house is a cave of slop: mud covering the ceiling and walls, mud enveloping the furniture mangled into a pile in the living room, mud blanketing the kitchen cabinets and counter, caking the rack of clean dishes still in the sink. There is only one glint of light in the room — that from the stainless steel faucet poking out of

the goo. "I tried to put things up," Ducky says almost apologetically.

Throughout the Midwest, flood victims are now playing the long waiting game — waiting for the water to drain out of their houses. We've been told not to pump out water too fast as the pressure may crack the walls. Rather, we are advised to let the levels go down slowly, nature "taking its course." So we wait, sorting through our belongings, what we've been able to save, what can be salvaged and what succumbed to the ravages of the water and mud.

It seems we've been doing this all summer: salvaging. Earlier this summer, two elderly women in Hardin, Mo., sat on their front porch next to their disconnected hot-water heater, the flood water licking their top step, and rescued things floating up from the basement. A woman in Chelsea, Iowa, was caught off guard by flash flooding and had only enough time to store a few things high up in a shed before fleeing — and by then water was up to her chest — with her husband and four children in the middle of the night. Then there was the couple in Quincy, Ill., who heeded early warnings. After stripping their house of everything — clothes, bedding, books, furniture, even the furnace — they went back to the house to watch the water pour in.

For many, the summer has been a constant shut-

ting in and out of homes. A friend in Kalona says, "The bad thing about floods is you don't know when really start or stop."

In late July, a clerk in the Kum and Go gas station in Brooklyn, Iowa, twice made the 100-mile trip south to Bonaparte with her band to evacuate her father-in-law from flood waters. "We drove down there at the beginning of the month with a U-Haul and pulled him out with all his stuff but his bed and TV. The waters went down and he was afraid of looters, so we took him back. Next thing you know, the water was up and we drove down and pulled him out again. Now he's living with us, his stuff stashed in our garage."

Waving goodbye to Ducky, Walt opens the throttle and heads toward the Pickle Factory Slough. "They kept telling us we were going to get out of here," he says. "I hauled out all my stuff, then went over to my daughter's and helped get her out. When I got there, she hadn't even started."

Walt finally reaches his junkyard and points to a 4-by-8 shed perched atop the roof of his garage. "I've been sleeping in that shanty on top of my shop," he says. The shed is hammered together from scrap lumber — the lower half of the walls solid plywood; the upper, a wrap of porch screening; the roof, a piece of old sheet metal. From our vantage point in the water, the tiny building looks like a small press box in a high-school football stadium.

"I stay up there to keep my eye on things," Walt says, "but I hate being there by myself. So lonely. Depressing. You look out and all your stuff's under water."

We sit in silence and acknowledge the enormity of the moment, for it isn't easy for most native Midwesterners to express their emotions. Second- and third-generation descendants of immigrants and pioneers, we've been taught that life is good but full of adversity. Hardships and wild swings in the weather are to be expected. You simply hang tough and go on. It's much simpler for us to sniff back our tears and jump into action. During the worst of Des Moines's flooding in mid-July, busloads of volunteers poured down from Minneapolis to help. Prisoners were let out of their cells in Fort Madison, Iowa, to sandbag. Not one escaped.

Admissions of depression or sadness are difficult for us and considered burdens on others. We feel guilty for even expressing them at all when we realize the greater suffering in the world. "It could be worse," we say. Often, it takes a real disaster to get us to tie up our boats to a street sign, stop and discuss our plight.

So this summer has been a duality of laughter and despair, the one the flip side of the other, the two rising and falling together like the water

level. On the surface, our humor was most blatant, the signs posted in windows the most obvious. As the Missouri River rode its crest eastward to the Mississippi during the last week of July, water pouring into Parkville and Riverside, near Kansas City, Mo., a T-shirt in a window display read:

Dear Auntie Em,
Hate you,
Hate Kansas,
Taking the dog.
Love,
Dorothy.

When the water rose up to the door handle of the general store in Bonnots Mill, Mo., the owner hung a handwritten sign on the door: "Gone Fishing."

There were the quips, the offhand remarks, the one-liners:

"Do you know Iowa City's zip code?"

"52240?"

"No, 52H20."

"What's the difference between Iowa and Minnesota lakes?"

"Don't know."

"Iowa lakes have houses in them."

Then there are moments when humor and despair join together for one powerful punch:

At the crossroads outside Orrick, Mo., a man in his 70's rows down a county road away from town and stops at the flood's edge. He drops his oars, pushes his cap back on his head, and swings his legs out of the boat, his shoes and the cuffs of his bib overalls dangling in the water.

"I'm wore out," he says. "It's too much. Everything I own, everything I worked for for 50 years is gone. This has been a lot of pressure. I'm not too religious, but I think all the hell you're going to have is right here."

One of his sons wades into the water and takes him by the arm. "Come on, Daddy, let's go have a beer." Another son wades in and grabs his father's other elbow.

The older man sits still, staring down into the water.

"Come on, Daddy."

"Everyone's discouraged. . . ."

"Come on, Daddy."

"Disgusted. . . ."

"Daddy, you got a cigarette lighter?"

"Yeah." The older man finally looks up, pulling a lighter out of his pocket and handing it to his son.

"That's about all I got."

What else have we got? Confrontation and denial, acceptance and anger, bonding and betrayal, celebration and solemnity.

"I went door to door, telling people the flood was coming, to evacuate," a woman in Hardin, Mo., says. "But people didn't want to believe it. They said, 'What right do you have to tell me to get out of my own house?'"

On July 5, the creek near the property of my farmer neighbor flooded, sending his sows swimming for higher land. "I just couldn't believe the rain was going to keep up," he

(Continued on page 85)

said that day. The next day, he brought his sows back down and they delivered their litters in the same field. Two weeks later, the creek rampaged again, lifting the hogs' sheds up into the water like bumper cars and washing 30 to 40 piglets downstream. He found only four of them a few days later wandering through my yard.

"The morning I got flooded out," says a friend, a nurse from Kalona, "I drove 15 miles to work, detouring around collapsed bridges, dodging logs washed up on the road and passing pickups in the ditches. I tried to tell people what had happened, but nobody understood, nobody got it. First, they couldn't imagine that the water in that little drainage ditch near my apartment could have risen so far. Then they couldn't relate to my problem. When I came back that night, the other residents of my building had gotten together and moved my stuff up to the second floor. They were all out in

the street by that time sitting in lawn chairs, eating sandwiches and joking with each other. I appreciated their help, but at the same time felt violated."

An Iowa City acupuncturist says he was "distraught for about the first 12 hours after I was flooded out of my trailer. I'd spent all my life moving around and now I was trying to put down roots. This was my first real home. Then I got over the distress and realized this was just like camping, just like my old hippie days. But a lot of my neighbors in the court are 70- to 80-year-olds who lost everything. They were out there hauling sandbags around, tears streaming down their faces."

A TRIP OUT TO the trailer court finds much of the sadness turned into anger as the water began to subside. The landlord has insisted that the residents pay full lot rent for the six weeks they were out of their homes, and tried to get them to move back in while they still had no water or sewer service.

Anger has erupted up and down the rivers from people living in trailer courts, clumps of mobile homes situated on cheap, marginal land, often flood plains. The courts are filled with families living on less than \$20,000 a year: old people on Social Security, young, single parents trying to stay off welfare, students, young couples just starting families. The mobile homes are foundationless, plopped down on concrete slabs or blocks, vulnerable to weather. Once the flood hit, their owners struggled to deal with the overwhelming red tape of Government regulations, the Federal Emergency Management Agency, banks and insurance companies.

"I make too much money to get a grant from FEMA," says a woman parked in a pickup truck just outside the flooded road into Alexandria. "But the bank won't loan me money for a new home because where's my down payment? All the money I had was in that trailer and it's floated down to Mexico. People in New York and California think we're getting taken care of out here, and it's just not so."

In the evenings, after making their rounds from one government agency to the other, the people along the river basins often return to the flooded roads that lead into their towns and toward their houses. They would sit, gazing into the water, talking to their neighbors, comparing experiences. Some pick up their mail there in gas stations. Others hold church services in convenience marts. Living out of campers, tents or their cars, they come on foot, in wheelchairs. They bring the pets they are able to rescue — dogs and cats

milling through the crowds, waiting for a scrap thrown from the back of the Salvation Army food wagon that is serving up its hot dogs and beans.

"My insurance company wants a list of everything I owned," says another man outside Alexandria. "Supposed to write it all down. Now how's a guy to remember how many pairs of socks he had?"

Many of the people of Alexandria and other flood-ravaged towns have moved in with relatives and friends

in adjacent towns, or moved into Government-owned trailers set up on the outskirts of the flood plain. The trailers are meant to be temporary housing, but with forecasts of more rain as of this writing and more flooding in the spring some residents may live in them for as long as a year. Since the beginning of June, we have had only 19 clear and sunny days.

In the solidly middle-class neighborhoods, though, where older brick houses still retain a turn-of-the-century rivertown charm, the flood often took on a country-fair-like quality. Summer is the time for local celebrations in the Midwest, and many town festivals were canceled because of high water or low spirits. The people therefore wound their way up steep drives and gathered on lookouts on the river cliffs — Lover's Leap in Hannibal or Wyeth Hill in St. Joseph. They came to get a panoramic view of the rising river, to gaze down on parts of their cities that had become watery wastelands, neighborhoods that once had bustled with

traffic, noise and activity, now silent, the houses empty, only their roofs visible. The people gawked, chatted, snapped pictures, peered through binoculars and honked their horns at friends passing by in their cars.

"It's just like a picnic!" a woman said outside her house high on the banks of the Missouri in Jefferson City, drinking a cup of lemonade from a boy's stand.

Rich or poor, high or low ground, by the end of the summer, everyone I knew had been affected in some way by the flood. Even the animals. In late June coveys of quail, displaced from their normal habitats by high waters, began scurrying across the road. Pheasants flew from the ditches in record numbers. Thumb-nail-sized chorus frogs washed under our doors into our businesses and homes.

In mid-August, my neighbors' turkeys were just half their normal size, their bodies thin, legs spindly. In past years, by this point in the summer, they were full-grown birds, their wattles dark red, their feathers fanning out in displays fit for Thanksgiving greeting cards.

The skies dark and cloudy much of the time, my neighbor's roosters seemed to crow not at sunrise, as they're supposed to, but at odd hours, as if their internal clocks needed to be reset.

"My spring calves never learned to suck," another

neighbor says. "Many died and I just can't help but blame it on the muddy conditions. The cows couldn't clean off so much mud from the calves and it may have interfered with their bonding. I don't know. The university extension service just didn't have a good answer either."

In mid-July, when my nanny goat was about to deliver, I slept on my porch every night in earshot of her pen. At 4 A.M., when she went into labor, I jumped up and raced outside. A few minutes later, I fished a three-pound kid from the mud, the doe and I working together to clean off the tiny buck. Once finished, I carried the kid back into the house and blew dry his fur with my hair dryer, afraid he would get pneumonia in the damp and die. Back outside, I placed him in his pen next to his mother and named him Noah.

WHY DO WE live in the Midwest? Why do we live on the river and go back again and again?

"Why do people live in California on the fault line?" a friend replies. "Why do people live in New York with all the crime and violence? Why do people live in Florida with hurricanes? Where would you go?"

Farmland is rich along rivers, filled with silt deposits and nutrients. Housing is cheap. Perhaps the vast

system of levees gives people a false sense of security. Certainly, this year, people were flooded who were nowhere near a major river and had never been flooded before.

"And then it's our sense of home, see? Our families have been here forever," Walt says, stopping the boat near the town mansion — a stately, paint-chipped Victorian house near the levee, 20-foot-tall pillars rising up to support its front porch, the water spilling over the boards, lapping at the door. Walt lifts his leg straight up into the air, draining the water out of his rubber boot.

"We've lived through lots of floods. I read a book by Mark Twain once that described all the towns up and down the Mississippi but didn't mention this one. Then somebody asked him about Alexandria. 'Oh, Alexandria,' he said. 'When I went by there, she was under water. She'll come up later in the spring as she always does for air to blow.'"

"We're river people. We take flatboats down the Mississippi as far as Cairo, Ill., or along the Missouri from Jefferson City to St. Louis and then up. We hunt bullfrogs, eat the legs, fish catfish and hacklebacks. Then we get together for a Bloody Mary or two and listen to Cajun music. Love that music."

For others, the river has its own music. In the early settlement of the Midwest, its water provided food and

transportation, its trees lumber for shelter and a sense of familiarity for Europeans startled by the vast openness of the prairies. Today, it still lures people to its banks through its beauty.

"I find such serenity here," says an actor friend who lives on the Iowa River. "Even during the worst of the flooding when I lay awake at night full of anxiety thinking the dam's going to break, the dam's going to break and I'm going to lose everything, I was thankful I lived on the river. Last night, I sat out in front of my cabin, the full moon shining down on the water and I thought, I'm so glad I didn't float away. I'm so glad I live here."

Another friend, a puppeteer, sees beauty in the flood itself. "If I hadn't been so worried about getting our three boys out and the basement walls caving in, I could've enjoyed the water more. It was beautiful! Like living in a cottage on the lake for the summer. There was no traffic on the road. Life was calmer, clos-

er to nature. I didn't really mind being cut off without a phone, or the lizards and frogs jumping into the kitchen. And I enjoyed the birds — herons and egrets. I'd never heard a bobwhite so close to the house before."

PELICANS CIRCLE our heads, a couple hundred of the majestic white birds flapping and gliding, dipping down into the water to fill their pouches with fish.

Walt docks his boat at the levee break, tying it to another that's already anchored in the sand. "It's Ducky again!" Walt shouts his greeting, and Ducky appears from the eroded levee where he has been hunting for geodes, rocks with crystals inside.

"Them pelicans been here the whole time with this flood," Ducky says, his Chihuahua scampering across the sand. "Usually only see them in the fall and spring. Dog's feeling a lot better now that he's on solid ground."

Walt wanders over to the break, the water still roar-

ing through the hole it made when it overlapped the levee that once rose 23 feet in the air and is now worn down to 10. He scans the ground for spearheads and tells me how the Sac and Fox tribe used to live on these banks, fishing these same waters, flocks of the same kinds of white pelicans circling above.

Standing beside Walt, the

sun beginning its decline, a red glow cast across the water, the outline of a round, slowly waning moon rising up above the boat, I feel the pull of the river, the current of a land that is both welcoming and forbidding, both soothing and destructive, reliable in its unpredictability. I feel a new respect for my home ground, an awe for this

place that is still evolving and changing, still carving out new channels, a place that has fought hard to retain its own integrity and beauty, resisted "taming" in the wake of our Manifest Destiny. I turn to head back to the road in the boat.

"Yup, 'bout time to get out of the water," Walt says. "End to another pretty day." ■

White House Memo

Potluck, for Health Proposal
And Echoes of Jackson Era

By R. W. APPLE Jr.

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WASHINGTON, Sept. 21 — The big house on Pennsylvania Avenue rang today with the clamor of its distant Jacksonian past.

Not in many years have as many people from as many different groups poured into the salons and onto the lawns of the White House in one day on as many different errands. Government activism is back in vogue, and this was a great chance to watch the show.

"Bill-signing on the South Lawn, talk-show hosts on the North Lawn, big shots for lunch, and, yeah, Yeltsin on the phone," David R. Gergen, the Presidential counselor, said.

President Clinton, smiling, as he walked into a luncheon for about 20 newspaper and magazine columnists and bureau chiefs, said, "Place is buzzing like a beehive." At the luncheon, Mr. Clinton and his wife made their umpty-umpty concerted sales pitch for the Administration's health plan — this one on the eve of the President's television speech disclosing its terms to the nation.

A few of the political pieces fell into place on schedule today, such as the endorsement of the A.F.L.-C.I.O. But both Mr. Clinton and Hillary Rodham Clinton made it clear at lunch that in the course of the long debate ahead they knew they would have to make concessions to win further backing, phasing in universal coverage over a longer period than the planned three years. [Page A24.]

The message was compromise, flexibility, dialogue — a far cry from the ideological war-whoops that accompanied the budget battles in the spring.

"As we move forward in the discussion," Mrs. Clinton said, "if we keep our focus on the principles that we think should guide this debate and the destination that we're all trying to get to, then we will have a very fruitful discussion in the Congress and we'll put together a bipartisan majority."

All day long, the ordinarily muffled corridors and waiting-rooms of the White House were jammed with visitors, and long lines formed at many of the gates to the grounds.

"Bustle, energy," said George Stephanopoulos, one of Mr. Clinton's top advisers, in an essay in noun control. "No chaos, no disorganization."

Only the worker-bees were a bit grumpy. All the carryings-on, said a Presidential aide, had come close to overwhelming guards, grounds-keepers, cooks and other members of the "permanent" staff. The Secret Service ran out of one type of identification tag for visitors and had to substitute another.

This morning, Mr. Clinton repaired to a huge tent, thrown up overnight on the South Lawn, to sign legislation creating a National Service Program. Hundreds came to watch him do it, including college presidents and professors, Sargent Shriver, the first head of the Peace Corps, a passel of excited college reporters, a grunge band in the obligatory torn jeans and long hair, and even Tabitha Soren, the 20-something news commentator on MTV.

A Talk With Yeltsin

After lunch, the President lobbied 250 talk-show hosts from around the country, some of whom set up shop on the South Lawn. Rush Limbaugh was not there, having declined an invitation, but Blanka Cullum of WLEE radio in Richmond came, even though Mr. Clinton is not at all her ideological cup of tea. She worked for the Federal Emergency Management Agency in the Reagan Administration, and she said her taste ran more to Patrick J. Buchanan.

When the President told them he had just had lunch with some columnists, the broadcasters laughed.

"I'm sorry, I'm sorry," he said, ever eager to play to the audience at hand. "Would it make you feel better if I said I didn't enjoy it?"

Then he went back to his office to talk by telephone with President Boris N. Yeltsin about the Russian leader's decision to disband Parliament.

Something of the social engineer's optimism that often gripped the White House as Lyndon B. Johnson pushed through the Great Society gripped it today. Surprisingly often, the concerns at the center of government are petty and parochial, but no one doubts that health care plan is different — the last unfinished business of the New Deal, as many call it, a program in the Roosevelt-Truman-Johnson tradition with the potential for sweeping social, economic and political change.

The President, who likes to hark back to his political idols, the Kenne-

Live Coverage
Of Clinton's Address

President Clinton's health care address to a joint session of Congress will be carried live at 9 P.M. on ABC, CBS, CNN, NBC and C-Span. PBS will provide live coverage of the speech to its affiliates. WNET, Channel 13 in New York, will broadcast the speech at 10 P.M.

dys, looked back farther today, recalling that it was 50 years ago, in 1943, when the first measure proposing national health insurance was introduced.

It was sponsored by three gung-ho New Dealers — Senator Robert F. Wagner of New York, Senator James E. Murray of Montana and Representative John Dingell of Michigan, whose son sits in the House today. It was called "socialized medicine" by its foes and died a swift death, like two similar bills introduced by Harry S. Truman.

Clinton's Love the Issue

Both Mr. and Mrs. Clinton seemed fired by the sense that after all the distractions and dead ends of the last six months — the haircut and the travel office imbroglio and the fights over homosexuals in the military — they had finally reached the issue that may make or break this Presidency.

The details may confound many people and bore others, but "she loves this stuff, and so does he," Mr. Stephanopoulos said in a tone of wonderment.

Never mind that they had made many of the same arguments and answered many of the same questions a dozen times this week in conversations with television broadcasters, doctors, talk-show hosts, members of Congress, small businessman, hospital administrators and anyone else who might have some effect, great or small, on the plan's fate; they did it again, radiating enthusiasm.

Missouri and Illinois Now See Autumn Flooding

19 p.2

ST. LOUIS, Sept. 23 (AP) — Torrential rain flooded trailer parks, submerged a highway under four feet of water and flowed several feet deep through a small town's streets overnight in a state that thought it had seen the end of summer flooding. Two women were killed, officials said.

The summer floods and a series of thunderstorms in the last two weeks has left the ground saturated, said a National Weather Service meteorologist, Anita Morse.

The flash flooding began Tuesday night, when storms with strong winds and hail pounded the region from central Missouri to southern Illinois, the service said today. And more thunderstorms bearing heavy rain were moving northeast through Kansas and east through Nebraska.

In Marthasville, Mo., about 80 miles west of St. Louis, the body of Gertrude Hogard, 60, was found today about a mile downstream from her vacation home. The house was swept off its foundation and shattered Wednesday night when a creek rose.

Michelle Mullen, 53, of Glendale, Mo., was killed when her car was stranded by rising water and she tried to escape on foot, St. Louis County police Sgt.

Greg Moore said. She apparently lost her footing and went under. Her body was found a short distance away.

In Marthasville, water was about three feet deep in the streets, said the Warren County sheriff's dispatcher, John Polston.

Struck Twice

"This place was pretty well hit by the flood earlier this summer and it's just coming back again," he said.

Two to three inches of rain fell in just three hours in parts of Franklin and neighboring Washington counties late Wednesday. As much as four inches of rain had fallen earlier in the evening in parts of Franklin County.

"It's wet," said Ken Bowles, the Emergency Management Agency director in Franklin County, which is west of St. Louis. "There have been a number of roads in low-lying areas that have been covered up with water."

Residents of two trailer courts, both near overflowing creeks, were evacuated, Mr. Bowles said. He did not know how many people were affected.

In St. Charles County, one of the hardest-hit counties in the record floods of the summer, flash flooding wiped out roads and bridges in areas

that were not touched earlier this year, said Petra Haws, a spokeswoman for the emergency management agency there.

In central Missouri, flood in Columbia made many roads impassable. The Missouri Highway Patrol reported water rushing over Interstate 70 in Montgomery County, about 50 miles west of St. Louis.

The weather service said five to nine inches of rain fell overnight from the Jefferson City area to Hermann, and rivers were rapidly rising. The Meramec River at Sullivan rose 12.6 feet in

More Aid Arranged

WASHINGTON, Sept. 23 (AP) — President Clinton has set a new standard for disaster relief to insure that all nine Midwestern states affected by flooding this summer qualify for additional Federal aid.

Under the new standard, the Federal Emergency Management Agency will reimburse the states for 90 percent of eligible disaster costs rather than 75 percent. The affected states are Illinois, Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota and Wisconsin.

And Now, Anxiety as Terrible as the Floods

P.A.I

By ISABEL WILKERSON

Special to The New York Times

ST. LOUIS, Sept. 24 — On a balmy Sunday after church, Elizabeth Crane stood in a parking lot trying to recall her address. It had been a month since the river took the house she lived in for 44 years, the little town of Hardin, Mo., where she settled as a war bride, the antique table linens from her mother in Germany and even the cemetery where she buried her husband.

"Let me see," she said, looking to the pavement for clues. She thought hard, then opened her purse and began mining for anything with her house number on it, growing more frustrated with each wrong envelope she found.

"Here it is," she said, finally, retrieving a scrap of paper. "Front Street, 402 Front Street."

The river that had broken her heart took a piece of her memory, too.

Post-Traumatic Stress

It has been nearly three months since the great rivers first rose up against towns and farms in the Midwest. In some places the rivers are rising again, and now — after weeks of levee-shoring heroism followed by the tearful taking of inventory and determined attempts to clean up — the signs of post-traumatic stress disorder, the kind that haunts some combat veterans and survivors of plane crashes, have set in among many of the region's ordinarily stoic river people.

If Hurricane Andrew, with its single, violent touchdown in 1992, was like a heart attack to South Florida, the Midwest floods of 1993 have been like a cancer, gradual and insidious and frighteningly enduring. People who have lost everything and lived like orphans in motel rooms and relatives' basements do not know when or if they will be able to rebuild, or even if their towns will exist.

Many barely had the chance to assess the damage and clear the debris before the fall rains started, bringing a new wave of flooding and prolonging the summer's nightmare.

"I can't believe this is happening again," said Marty Bohamonde, a spokesman for the Federal Emergen-

cy Management Agency, driving past cornfields and roadsides flooded anew by the Mississippi River. "A week ago the river was in its banks. Now it's back again. It just never ends."

What little time the flood victims had to clean up before winter set in could be lost if the rains continue. And as they resign themselves to government trailers or cramped apartments, flood refugees grieve for the homes and lives they fear will never be the same.

"We're not over it yet," said Dorothy LeFever, a retired housekeeper whose town, Alexandria, Mo., was wiped out by the flood. "It gets you inside. I shake all over. My stomach ain't right. My nerves are bad. I get a choking feeling when I eat. Sometimes I walk and I walk. Then I go get my Bible. That's only thing that comforts me."

As the crisis wears on, flood victims are exhibiting a range of reactions, from anger to depression to denial — from the auto mechanic who, after losing everything, could not remember what he did for a living to the 4-year-old boy who still cannot talk about the cat he lost in the flood.

For Tracy Kehoe, a flood victim living in a temporary apartment outside St. Charles, Mo., with her husband and two young daughters, the only way she has been able to make it is to pretend the flood never happened.

"Then the kids will ask if we're ever going home, and I have to face reality," Mrs. Kehoe said, adding that she then goes into the bathroom and turns on the faucet "so the kids can't hear me cry."

Anxiety and depression have set in at a time when people here most need their minds clear to negotiate the bureaucracy set up to help them, to get on with the cleanup and to make the hard choices confronting them — where to rebuild their homes, where to find work and schools.

Natural Grieving

Psychologists say these responses — Mrs. Crane's memory lapse or Mrs. LeFever's loss of appetite, for instance — are normal reactions to painful and extraordinary circumstances and are part of natural grieving. They are results of crisis overload, specialists say.

"The reality of the flood is something nobody can change," said Dr. John F. Snyder, a clinical psychologist at Southern Illinois University in Carbondale. "It lasted longer than anybody projected. The stress factor went on and on. It's the kind of stress that is debilitating, that wears people down. It's like there is a zero sum ability to cope."

For people already beaten down by the rivers, the current rains are further insult, making life messier and even more depressing. The rains delay the cleanup and draw out the grieving. But in towns already at rock bottom, there is little left for the new floodwaters to destroy.

While the rest of the country turns its attention to President Clinton's health care plan or the debate over the North American Free Trade Agreement, things are as bad as they ever were for many people here.

Disrupted Family Life

For the last two months Michael Cantrell, a financial officer who lives in Quincy, Ill., but works across the Mississippi in Hannibal, Mo., has been forced to leave his wife and infant daughter to live with co-workers during the week. The bridge connecting Quincy and Hannibal has been closed since July, at one point making a 20-minute commute seven hours long.

Sometimes when he returns home on weekends his 7-month-old daughter,

Depression and denial after months of crisis.

Lindsey, does not know who he is. "The first time I stayed two straight weeks, and when I got home she didn't recognize me and wouldn't hardly look at me," Mr. Cantrell said. "I kind of feel like a divorced father who has weekend visiting privileges."

He has missed milestones like her first tooth and first attempt at crawling. His wife, Linda, has been taking videos, but her husband is not in many of them.

Mr. Cantrell may be separated from his family for some time. Before the fall rains began, the bridge was not expected to reopen before late October. Now it may not be open until next spring. "The frustrating thing is not knowing when it's going to end," he said. "We're going into our ninth week doing this, and there is no end in sight."

'Lot of Disillusionment'

The crisis has begun to drain the deep well of pioneer spirit evidenced in the early stages of the flood.

"The initial response was, 'Let's get in there, we're a team, we're going to beat this thing,'" said Dr. Morris Paulson, a clinical psychologist at the University of California at Los Angeles who worked as a Red Cross volunteer in flooded parts of Illinois much of the summer. "Now there is a lot of disillusionment. I don't think the wounds have healed. People are in a heightened state of unsureness."

Continued
on Next PAGE

Those who appear to have the hardest time coping are the elderly whose lives and memories were washed away, and the residents whose lives were on the edge even before the floods struck.

One 70-year-old Missouri man lost his wife to cancer in May and his life's possessions to the floods in July. He turned to a counselor, Doug Hatfield, for help. Mr. Hatfield recalled, "I was sitting with him this week and he said, 'Why should I live?'"

"I have no answer to that," the counselor said.

A burly blue-collar worker broke down at a Red Cross center, and his troubles cascaded out: He had lost his home and his job and was unable to tell his wife how bad things were because she had epilepsy and he feared she would not be able to bear it. The two of them were holed up in a motel room with their three young children, and he did not know how much more he could take. A social worker, Linda Berkowitz, guided him to a back room to talk.

"His eyes were filled with tears by the time we sat down," Ms. Berkowitz said. "I told him, 'Just go ahead and cry,' and he did. He just cried and cried and cried. He cried for about 15 minutes. He kept saying, 'I don't even know who you are, and here I am crying like a baby.' And I kept saying, 'You are not the first.'"

The Loss of a Home

What makes it especially hard for some people is that there is not the same social validation for those grieving the loss of a home as there is for those grieving the loss of a loved one, some counselors say. The home may be the repository of life possessions and memories and the symbol of security

and connectedness to the larger world, but those who lose one are expected to pull themselves together.

"American society has trouble accepting permanent scars and permanent misfortune," said Aphrodite Matsakis, a staff psychologist and specialist in post-traumatic stress disorder at the Veterans Affairs Medical Center in Silver Spring, Md. "It goes against the grain because we feel we are masters of our fate, so therefore people who have gone through these losses are encouraged to get over them quickly."

That is not likely to happen in the flooded and still soggy sections of the Midwest, where it may be more than a year before people can return to their homes and farmers to their land.

"It's going to be a long, long, long recovery period," said Virginia Mollgaard, associate professor of human development and family studies at Iowa State University in Ames. "We are looking at not weeks and months, but a year or more."

As painful as the flood victims' experiences are, specialists note that feelings cannot kill. But not all flood survivors believe this.

Vic Wilson, an 85-year-old Missouri man in the devastated town of Alexandria, had diabetes, a heart attack, a light stroke and heart bypass surgery. When the floods hit he was forced from his home like the rest of the town and fell into a deep depression. "He kept saying, 'Take me home, take me home,'" said Mrs. LeFever, a neighbor. "I just cried, 'We can't take you home!'"

Mr. Wilson died three weeks ago Tuesday. While his death certificate may say heart failure, neighbors like Mrs. LeFever are convinced he died of a broken heart.

SAN FRANCISCO CHRONICLE

SAN FRANCISCO CHRONICLE

SEP 16 1993

Stark Withdraws Bill to End FEMA

By Carolyn Lochhead
Chronicle Washington Bureau

Washington

Oakland Democrat Pete Stark yesterday withdrew his bill to abolish the blunder-plagued Federal Emergency Management Agency.

Stark said the agency, known as FEMA, responded well to the Mississippi River floods, proving that the Clinton administration has "successfully reinvented this agency."

Blaming Republican administrations for what he called FEMA's

"Keystone Kops performances during the Loma Prieta earthquake, hurricane Hugo and other natural disasters," Stark said his bill would have transferred the agency's responsibilities to the military.

With the Clinton administration now in charge, however, such action is no longer necessary, Stark said. "By appointing dedicated disaster response professionals, the president has enabled FEMA to correct the management problems caused by the neglect and incompetence of the two previous administrations."

He said that the agency had become "a managerial morass" and a "turkey farm for flunkies and political supporters" of Republican administrations, especially under the Bush administration.

Asked whether the move is merely a political slap at Republicans, a Stark aide replied, "It is one they deserved." The aide argued that the Bush administration "used FEMA as a dumping ground and entrusted responsibility for national emergencies to political flunkies. It's a slap at the Bush administration for allowing that situation to develop."

SAN FRANCISCO CHRONICLE

SEP 28 1993

More Flooding P. A18

FRESH TORRENTS of rain in the Middle West, bringing river overflows and three more deaths in Missouri, have underscored the White House's humanitarian revision of the relief standards for the historic summer floods. FEMA will now reimburse the states for 90 percent of eligible disaster costs instead of 75 percent.

The relaxation of the regulations will ensure that all nine of the states damaged in last summer's rains will qualify for additional federal aid. The areas affected by the latest floods should also be included in benefits from the new standards.

DES MOINES REGISTER

'DOING HIS BEST'

Clinton may raise U.S. stake in flood aid

**FEMA chief Witt tells Iowans
to prepare for good news in
revised relief plans.**

By JONATHAN ROOS
REGISTER STAFF WRITER

President Clinton, under pressure to increase the federal government's contribution to flood repairs in Iowa and other Midwestern states, is on the verge of making a decision "that everybody will be very pleased with," a top administration official said Thursday.

"He is doing his best to keep his promises. And I think he will have something that will be as good, if not better than, Florida or any other disaster," James Lee Witt, director of the Federal Emergency Management Agency, said in a visit to Des Moines.

Witt, who spoke with reporters after a speech to city officials from across Iowa, declined to spell out the plan but said an announcement will be made soon.

"A Lot Better"

Sen. Tom Harkin, D-Ia., who has been in contact with Witt, said: "A change is coming. I think we are going (to do) a lot better than what the initial proposal was."

Harkin expressed hope that the plan will emerge this week but said the Office of Management and Budget has not yet approved.

Clinton and FEMA have drawn criticism from Gov. Terry Branstad and other Midwestern leaders who complain that a flood damage cost-sharing plan unveiled earlier this month falls short of the president's promise to treat the flood-ravaged Midwest as fairly as Florida and other states damaged by hurricanes last year.

THE DES MOINES REGISTER ■ FRIDAY, SEPTEMBER 17, 1993

If damage exceeds a certain level, FEMA will cover 90 percent of the expense of repairing public property, and state and local governments are responsible for 10 percent. If a damage threshold of \$64 per person is not met, the federal agency will pay the usual 75 percent of damage to public facilities. It remains unclear whether Iowa will exceed the damage limit.

Whether Iowa's share of the cost is 10 percent or 25 percent, state and local officials say that's too great a burden. Officials in some cities are delaying permanent repairs to streets, sewers and other facilities because of uncertainty over how much of the cost will be paid by the federal government.

Different Formula

Witt said their concerns have been heard. "I'm here today to tell you that the president and I understand the unique problems of Iowa and that he and I are committed to working with you to solve these problems," he said.

Iowa's share of the cost of repairs to public property could total tens of millions of dollars, state officials say, compared with only \$7 million for Florida, where a different cost-sharing formula was used.

In Florida, the federal government agreed to pay 75 percent of expenses that reached \$10 per person. Above that level, 100 percent of the repair costs were covered.

Although Witt wouldn't say what changes will be made in flood assistance, he said the goal is speed the recovery and treat states fairly.

"We're very close to reaching a consensus on how we resolve this issue," Witt said of discussions with Clinton.

"Fair Treatment" FLOOD QUES

"In all of these conversations, our guiding factor has been to accelerate the region's economic and social return to normal and to make sure that all states impacted by this disaster will receive fair treatment," he said in a speech to members of the League of Iowa Municipalities.

On related flood issues, Witt said Clinton will ask Congress to extend a program that offers low-interest disaster loans to local governments that are short of cash to meet operating expenses or pay their share of flood repair bills.

Urged local officials to invest in projects that help prevent flood damage in the future by relocating homes and businesses from flood-prone areas and creating more open spaces in those areas. He said there also are federal programs to assist those efforts.

"The nation can no longer afford the cost of natural disasters," he said. "While we cannot control nature ... we do know how to control the corresponding losses."

Said a lesson of the floods is that the federal government must take a fresh approach to disaster assistance that takes into account differences among the states, reduces red tape and leads to better understanding of disaster programs.

"We need to take the hocus-pocus out of disaster assistance," he said.

JANE NORMAN of The Register's Washington Bureau contributed to this article.

9/22/93

WORD COMING TODAY

Easing rules, U.S. to pay 90 percent of flood cost

It's the best deal Iowa can expect, Branstad's office says of the damage waiver.

By JONATHAN ROOS

Register Staff Writer

President Clinton will announce today a new plan to pay for repairs to flood-damaged public property that is certain to limit Iowa's share of the expense to 10 percent of the total cost, Sen. Tom Harkin, D-Ia., said Tuesday.

Harkin expressed satisfaction with the proposal, which minimizes the burden of Iowa government but doesn't remove it entirely. It was unclear whether the proposal will silence criticism of the Clinton administration's handling of the damage waiver.

Richard Vohs, spokesman for Gov. Terry Branstad, said it's probably the best deal Iowa can get.

"Don't Have the Money"

Barring unforeseen problems, Branstad plans to have the state pay all of Iowa's share, rather than require local governments to contribute, which has been required in past disasters, Vohs said.

"Communities with \$300,000 damage, \$400,000 damage — they don't have the money," he said. Estimates of flood damage to streets, public utilities, government buildings and other property range from \$43 million to \$100 million. So

Iowa's share of the repairs would range from \$4.3 million to \$10 million.

Harkin urged Branstad, a Republican, to have state government pick up all of Iowa's share of the expense.

"After all, it was the governor and the Legislature that passed a law which prohibited local jurisdictions from raising taxes. So the only option for a local community now would be to borrow money, and some have already been forced to do that," Harkin said.

The key to the new cost-sharing plan is that it sets a damage threshold that Iowa and other Midwestern states already exceed in order to qualify for the reduced contribution — 10 percent instead of the 25 percent of expenses required without a waiver. The federal government

pays the rest.

A plan unveiled earlier this month by the Federal Emergency Management Agency had left in doubt whether Iowa and other states would be eligible. To qualify, they had to exceed a certain damage level — \$64 per person.

"It looked pretty clear that we weren't going to make it. So we would have had to pay 25 percent," said Richard Bender, Harkin's senior legislative assistant.

Under the new rules, states also can qualify if total damage from a disaster exceeds a fraction of the national gross domestic product, which is a measure of the value of goods and services produced in this country. Bender said damage from Iowa and eight other Midwestern states easily tops that threshold.

Despite the announcement, there is lingering uncertainty over how large the flood repair bill will be after all the costs have been totaled.

Ellen Gordon, director of the Iowa Division of Emergency Management, told a legislative committee Tuesday that estimated damage to public facilities eligible for a federal disaster assistance program will reach about \$100 million.

Ten percent of that amount, \$10 million, would be Iowa's share, Gordon said.

Because of the length of construction projects, only about half of the \$10 million would be paid by state government in this budget year, Gordon told members of the Legislative Fiscal Committee.

Harkin Tuesday cited a FEMA damage estimate of \$43 million, which would mean Iowa would have to come up with \$4.3 million.

Branstad and other state officials previously put the public damage at \$700 million.

Gordon said the \$700 million estimate was based on preliminary damage assessments by local officials

and included damage that is not covered by FEMA's public assistance program.

Most levees and some roads, for example, fall under the jurisdiction of federal agencies other than FEMA.

For "planning purposes" she said she is estimating \$100 million in damage under that program, but a firm damage total won't be available until early next month.

Gordon also reported that the state's share of a separate disaster aid program that provides grants to families with flood-damaged residences will total about \$1.3 million.

CLEVELAND PLAIN DEALER

CLEVELAND PLAIN DEALER

SEP 1 1993

U.S. rejects area aid for July storm

Cuyahoga, Lake, Geauga won't receive disaster funds

FROM STAFF AND WIRE REPORTS

The Clinton administration has rejected Ohio's request to declare Cuyahoga, Geauga and Lake counties a disaster area because of damage from a July 28 storm.

The Federal Emergency Management Agency told Gov. George V. Voinovich in a letter yesterday that much of the damage was covered by insurance and municipalities had been able to clean up storm debris quickly.

"We have concluded that the impacts of this event are not of the severity and magnitude that warrant a major disaster declaration," agency Director James L. Witt told the governor.

Communities, with the help of the state, appear to have the resources to repair damage from the storm, Witt said.

The storm's high winds ripped through Northeast Ohio, toppling trees, damaging buildings and knocking out power. At one point, 300,000 Cleveland Electric Illuminating Co. customers were without power.

As of early August, the damage to public property in Cuyahoga, Lake and Geauga counties totaled \$7.4 million. The damage to private property was \$17.6 million.

The decision left Voinovich and officials in the three counties unhappy.

"We were optimistic that the Clinton administration would declare the area a disaster and cover the costs of the personnel and overtime involved in the cleanup," said Alan Seifullah, press secretary for Cleveland Mayor Michael R. White.

The declaration would have opened the door to \$3.5 million in FEMA funds for the city.

"We will now explore other possibilities to make up the cost," he said. "We knew this was going to be a tough year to balance the budget, and before the storm we were looking for ways to cut back expenses. We have about four months and may have to delay other expenditures in other city areas."

Finance Director Stephen J. Strnisha said the administration still hopes to get financial help from the state. "I don't understand why we didn't get the federal help," he said. "Maybe it was because we were too good cleaning up" the storm debris.

Strnisha placed the city's cost for the cleanup at \$3.4 million. "We hope the governor remembers us," he said. In addition to obtaining money for the storm damage, he said, the city still hopes to get about \$2 million from the State Controlling Board to cover the costs of the July 4 fire at the old Worsted Mills in Slavic Village.

Lake County Commissioner Millie Teuscher said she was disappointed but pointed out that other disasters in the country might have taken too much federal money.

"I would like to say we were deserving of the funds," she said. "But with the floods and hurricanes, I guess we don't qualify."

"As an elected official, I have to look at the overall picture. We have to be objective to understand there is just so much money to go around. Wickliffe, Willowick and Willoughby were especially hit hard."

"I don't know which way we can go now," she said.

Gauga County Commissioner William Repke said he wasn't surprised.

"We were overwhelmed by damage," he said. "But I look across the country at other disasters. I heard many people say that at least they were not going through the trials and tribulations of the people along the flooded Mississippi River."

He said he did not have an estimate of the storm's damage in Geauga County.

ASBURY PARK PRESS

Florio commends storm preparedness

■ Gov. Florio tours Monmouth County beaches, where by yesterday Hurricane Emily had become an idle threat.

By KAREN DE MASTERS
JAMES STORVICK/STAFF PHOTOGRAPHER

THIS TIME the shore was ready, but the storm didn't come.

Although Gov. Florio was poised to see a disaster when he flew over the Jersey Shore yesterday, he was instead faced with a pristine ocean and an almost deserted beach — and no storm damage.

Granted, the ocean, which was rough, was more conducive to surfers than to swimmers, but the disaster that could have resulted if Hurricane Emily had hit the Jersey coast never materialized.

"But it is better to be prepared, as we were," Florio said. "We were ready to deal with any contingency — ready to deal with nature."

The governor toured the emergency management center at state police headquarters in Ewing Township before taking a helicopter tour of the southern Monmouth County beaches and a short walk along the Spring Lake beach and boardwalk.

A meteorologist in Alaska while he

was in the Navy, Florio was particularly interested in the computer maps used to track the storm.

Instead of being struck by an end-of-the-summer storm, "the Shore is poised for a great weekend," Florio said as he walked along the Spring Lake beach with local officials.

Dressed in blue jeans and a navy turtleneck, the governor was caught unaware by the rough surf as he talked with some beachgoers, but the only damage was a wet pair of sneakers.

"Last winter, some people said we would never be ready for the summer," Florio said. "Not only were we ready, but we had the best summer" in years.

Shore area businesses are reporting that profits have exceeded last year's, the governor said.

Florio examined the new boardwalk made of recycled wood and plastic in Spring Lake, where repairs were recently completed from the Dec. 31 storm.

"The recent storms have taught us a lot," Preston Taylor, deputy adjutant general for New Jersey, said of the state's National Guard units as he inspected the beach with the gover-

nor. "We got rid of the glitches and now have good operating procedures."

Taylor said the National Guard was on standby since Tuesday night with evacuation vehicles.

In addition, the Federal Emergency Management Agency personnel were ready and waiting for the hurricane. Bruce Campbell, acting director for FEMA region 2, said as he walked the beach.

"The federal community was ready," Campbell said. Although FEMA is more often thought of as coming into an area after a disaster hits, Campbell said the emphasis now is on being prepared ahead of time.

MILWAUKEE SENTINEL

Mississippi Sentinel 9-3-93

States to pay 10% to 25% of flood tab U.S. move irks governors

By Associated Press and Sentinel staff writer

Midwestern state and local governments will have to pick up 10% to 25% of the cost of flood damage, the Clinton administration said Thursday.

The move could cost Wisconsin millions of dollars in federal aid and has disappointed Gov. Tommy G. Thompson and other Midwestern governors.

Administration officials attending a "flood summit" in Des Moines, Iowa, last week said President Clinton was likely to waive the requirement that states and communities pay a fourth of the cleanup costs. But whether that promised waiver was to be unconditional is unclear.

Although the administration says it is applying the same disaster-relief formula used for damages from Hurricanes Hugo and Andrew, some Republican governors Thursday were accusing Clinton of renegeing on a promise to pay for all the losses.

Thompson's spokesman Mark Liedl would not go quite that far, saying only that the new plan "doesn't square with the administration's rhetoric."

A compensation formula announced Thursday by the Federal Emergency Management Agency would require the federal government to pay 80% of the cost of damage to public facilities — but only if a state's total losses exceed \$64 per person.

None of the nine Midwestern states so far has met that standard. The government would pay 75% of the cost for any state with less than \$64 in damage per resident.

"It is disappointing," Liedl said. "It means less federal help for Wisconsin flood victims."

Liedl said the two-year Wisconsin budget just passed contains \$2.5 million in flood aid. That amount could be increased if the federal government doesn't come through with enough, Liedl said, but it is too early to tell where additional state aid would come from.

Liedl said the Wisconsin damage figure is \$120 million for all public, residential and business losses, plus \$800 million in agricultural losses.

Many of those losses are reimbursed through agencies other than FEMA, Liedl said. Wisconsin received \$28 million in flood damage, FEMA said.

Republican Gov. Terry Branstad of Iowa had a harsher assessment of the flood relief plan than Liedl. Branstad said Clinton

had led him to believe that the federal government would pay all the costs.

"It's certainly better than nothing, but it's not what the president promised," Branstad said. "We hope this isn't the last we hear of it."

He said Iowa would be forced to come up with \$70 million if it doesn't have even if, as expected, the state's losses exceed \$64 per

North Dakota Gov. Ed Schafer, also a Republican, said the state expected all along that it would be required to pay 25%.

"It's disappointing that they're not going higher. But here, for our financial planning, we've always looked at 75-25," he said.

FEMA said Thursday the administration is keeping its word to increase the level of aid for the most needy.

"The intent here is to reduce the burden on catastrophic events, those hardest hit," said FEMA spokesman Morris Goodman.

He said the \$64 threshold is the same applied to victims of Hurricanes Hugo and Andrew.

Per capita losses were calculated at \$133 in South Carolina from Hurricane Hugo in 1989 and \$157 in Florida from Hurricane Andrew last year.

Documented damages in the Midwest so far do not approach those figures, FEMA said. And Goodman said it is unclear

whether any Midwestern states will qualify for the 80-10 aid once all the damage is added up.

Congress approved a \$5.7 billion aid package for the Midwestern states. Total flood damage is estimated at more than \$10 billion. And officials of Midwestern states expect to ask Congress for more money later and may consider tax increases and budget cuts to help pay for repairs.

The agency's latest tally of losses: Missouri, \$292 million; Illinois, \$210 million; Iowa, \$117 million; Kansas, \$98 million; Minnesota, \$41 million; Nebraska, \$46 million; Wisconsin, \$28 million; North Dakota, \$27 million; and South Dakota, \$25 million.

SAINT PAUL PIONEER PRESS

Federal flood aid unfair, governors complain

ASSOCIATED PRESS

The Clinton administration announced plans Thursday for distributing aid to the flood-ravaged Midwest, saying states and local governments will have to pick up between 10 and 25 percent of the cost.

One Republican governor accused President Clinton of renegeing on a promise to pay for all the losses, and a spokesman for another called the plan "grossly unfair."

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WASHINGTON

Michael Lawrence, spokesman for GOP Gov. Jim Edgar of Illinois, said, "We think it's grossly unfair." He said it is likely that Illinois will not qualify for the 90-10 split, while neighboring Missouri probably will.

"That means a small town in Illinois that has been devastated will receive 75 percent of its cost, and a town right across the river in Missouri will receive 90 per-

cent," Lawrence said. "The logic of that escapes me."

FEMA said Thursday that the administration is keeping its word to increase the level of aid for the most needy.

"The intent here is to relieve the burden on catastrophic disaster zones, those hardest hit," said FEMA spokesman Morrie Goodman.

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CHICAGO TRIBUNE

Clinton tours a rebuilding Florida with hardly a nod to labor unions

By Mitchell Leota
TRIBUNE STAFF WRITER

1/4

MIAMI—On a busy campaign swing a year ago, Democratic presidential nominee Bill Clinton toured hurricane-devastated south Florida after earlier that day receiving the endorsement of an American labor movement wary of his support for the free trade agreement with Mexico and Canada.

The two dissimilar developments converged again Monday when President Clinton returned to the region south of Miami.

He found that communities were making substantial progress in repairing the \$30 billion in damage caused by Hurricane Andrew, but there was scant progress on the labor front: Clinton had no event scheduled with union leaders on the first Labor Day for a Democratic president in 13 years, a sign of their continued strained relationship over the North American Free Trade Agreement.

Clinton drove through areas in Homestead and Florida City, where many of the 107,000 homes and 82,000 businesses that were damaged or destroyed have been rebuilt.

"We now know the tenacity and the will and resolve of the people of south Dade County," Homestead Mayor W.D. Tad Demilly told the president during a meeting with 100 residents and community leaders inside a restored community center.

But the success stories contrasted with some scenes of utter destruction. Whole neighborhoods looked like ghost towns; fields once full of mango, lime and avocado trees stood empty. The equivalent of 30 years of garbage has been collected, but piles of junk still were everywhere.

And the emotional impact remains. When it rains, children run to an adult or hide in closets

and bathrooms as they did during Andrew, Clinton was told.

Hilda Fuentes wept when she recounted for him the destruction she found when she returned to her home a year ago after the hurricane struck. "We went to see what we could salvage, but everything was gone," she said.

As a candidate, Clinton pledged to return to south Florida if he was elected. When he took office, he named Housing and Urban Development Secretary Henry Cisneros to head a federal task force that has spent \$3 billion of the \$8 billion of government assistance authorized for the disaster.

Cisneros said Monday that years of rebuilding will be required, and Clinton said the federal efforts to build housing, restore the infrastructure and train workers will continue.

"We are in this for the long run," Clinton said to a small crowd outside the community center.

The president said he hoped people displaced by the floods this summer along the Mississippi River take heart from the experience of the Andrew survivors.

"I want them to believe that you really can bring an area back if you work together and stay together and rebuild a sense of community and give people a chance to take responsibility for themselves."

A year ago Clinton heard complaints that the Federal Emergency Management Agency was slow to respond when the disaster struck, but he returned to words of praise for the emergency assistance that has since been delivered. About 3,000 people still live in FEMA trailer parks.

Javier Solis, who lost his job in the storm, was retrained as a carpenter through a Department of Labor program and his life has improved dramatically. "We're now going to be homeowners, which I'm so proud of," he told the president. "You have met my needs. You have met a lot of my friends' needs."

Clinton only briefly mentioned the need "to open new avenues of trade" during his Labor Day address under a sweltering sun at a housing project in south Miami.

The town-house apartments were damaged by Andrew and are

being rebuilt in a cooperative effort by HUD and the AFL-CIO pension fund.

The president said he has worked at rebuilding a partnership between business and labor and that 1 million new jobs have been created this year, almost as many as were created in the last four years under former President George Bush, which he called "a pretty good beginning."

While labor leaders were instrumental in lining up support for his economic plan and will be a major force in pushing for universal health care, they opposed his efforts on behalf of the free trade agreement because they fear it will ship U.S. jobs to Mexico.

Deputy White House press secretary Lorraine Voles denied that Clinton's absence from a Labor Day union event was an effort to

avoid a negative reception from union leaders.

"They were all in the White House last week for a reception with over 800 labor leaders," she said. "Obviously, organized labor is a very important part of the people we honor on Labor Day. There are others, too."

Voles said Clinton was not ducking NAFTA and will be discussing it in coming weeks.

DALLAS MORNING NEWS

Flooded towns face extinction

Stymied by federal aid rules,
many in Midwest may flee

By Eric Johnson

Special Contributor to The Dallas Morning News

P. 1A

HULL, Ill. — The acrid smell of sunbaked mold hangs above stagnant water in Hull, more than a month after the Mississippi River shattered a levee and surged across seven miles of fields to every rooftop in town.

It's a deathly smell that permeates dozens of flood-gutted towns such as Hull, a western Illinois town of 400 people about 100 miles north of St. Louis.

While the nation pours money into recovery efforts for the Midwest floods, the smell reminds visitors to Hull that immortality can't be bought and towns don't last forever.

The floods left so much destruction along parts of the Mississippi and Missouri rivers that not even the billions of dollars in disaster aid coming from government and private sources will prevent many communities from losing droves of residents or turning into ghost towns.

Hull faces extinction in part because disaster-rattled residents don't want to or can't afford to comply with federal flood insurance rules adopted in the 1980s to prevent repeat payouts for property in flood plains. Following the rules is a condition for getting rebuild-

Please see MIDWEST on Page 16A.

ing grants from the Federal Emergency Management Agency.

"If we don't get around the restrictions, we're sunk," said Mayor Tom Leahr. Town residents "just don't have the energy or the willpower to make their homes fit FEMA's regulations. And if they don't, and they move out, we lose the town."

Hull insurance agent Mike Cassidy said: "I've heard talk that people don't want to go back. I know a lot of the elderly people aren't going to do it. They say fighting that river is a young man's game."

The same talk can be heard in other Hull-sized towns where only algae and insects now live, such as Meyer and Valmeyer on the Illinois side of the Mississippi, as well as Alexandria, West Quincy, Annada and West Alton on the Missouri side.

Along the Missouri River, the towns of Cedar City, McBaine and Hartsburg also could disappear. Riv-

er towns in Iowa are expected to recover because water there receded more rapidly.

FEMA spokesman Trish Kline said her agency is preparing to distribute money under the "hazard mitigation" program, which is essentially a government buyout for irreparable properties. The federal and state governments split the buyout costs, but she said the program takes months to implement and can't begin until the water recedes.

FEMA's emergency shelter aid came quickly, but mounds of paperwork now await residents of river towns who seek government help to rebuild. Relief applications are different in each town because of complex rules that govern flood plain construction — rules that vary from state to state and are tied to the flood insurance that only the federal government offers along the rivers.

In general, though, officials say that neither insurance checks nor reconstruction grants will be disbursed to property owners unless they first get building permits. But permits are impossible to get in towns unprotected by levees.

"We're going to clean up, but we won't get permanent until the levees are back in place," said Jane Kroencke, who sells farm machinery in Hull. "A sudden storm in the fall would flood it again."

Also, anyone who wants a permit must agree to the terms of the insurance program, which were revised after other big floods in 1973 and 1986 to reduce the likelihood that the government would have to pay claims for properties that flood repeatedly.

In some towns, meeting insurance terms means homeowners must rebuild houses up to 9 feet higher than their elevation before the flood. In most cases, that rule makes rebuilding unaffordable, since homeowners must match the government aid with their own savings or bank loans.

ARIZONA REPUBLIC

Device hastens flood aid

By Guy Webster
The Arizona Republic

B4

Use of mapping tools made in Scottsdale is hastening the flow of federal assistance for thousands of victims of the Mississippi River's flooding in Illinois, an emergency-management official says.

Some rebuilding approvals are being processed in a few days — a process that would have taken weeks without the new technology, said Eric Berman of the Federal Emergency Management Agency in Illinois.

As floodwaters recede, field crews with hand-held Motorola devices that calculate precise locations from satellite signals are assessing and mapping the damage.

The tools combine the location data with damage descriptions and other information keyed in by the user. The information from each crew's portable device is downloaded to a central computer for mapping of wider areas by the Army Corps of Engineers.

In the aftermath of this summer's floods, FEMA has gotten about 90,000 applications for individual aid in nine states, seeking grants or loans to restore homes or businesses. About 13,400 of the applicants are in Illinois, said Berman, who is in charge of the agency's geographic-data system in Illinois.

The \$5,500 Motorola product, called the LGT 1000, has been available for less than a year, said Greg Hopkins of Motorola's Government and Systems Technology Group in Scottsdale, which makes it.

Additional software from Geo-Research Inc. of Billings, Mont., enables the type of use being made of the LGT 1000 in the flood-recovery effort, raising the price per unit to about \$7,200.

Berman said the products are so new that emergency-management officials are still learning of their benefits.

"This isn't something that is standard operating procedure," Berman said. "I think it will grow more widely used as people understand what is available."

— See NEW, page B5

In the current flood-recovery efforts, the system is being used only in Illinois, where officials had begun using it for a pilot project.

A common situation illustrating FEMA's use of mapping data is the need to determine whether damaged structures are within defined floodplains in which building restrictions apply, Berman said.

For a community's residents to be eligible for the National Flood Insurance Program, the community must have and enforce an ordinance restricting construction in floodplains.

"People going back to rebuild their houses, instead of waiting weeks or months, are finding out quickly what they have to do to comply with those ordinances," Berman said.

PRINCE WILLIAM JOURNAL

THE PRINCE WILLIAM Journal

Dale City • Lake Ridge • Woodbridge • North Stafford
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Wednesday-Thursday / September 8-9, 1993

FEMA warns Dumfries

Wetlands violation threatens flood insurance

By YVONNE FRENCH
Journal staff writer

A Dumfries landowner allegedly violated a town ordinance by filling in wetlands on the bank of Quantico Creek, a violation that the Federal Emergency Management Agency warns is threatening the town's eligibility for flood insurance.

Herbert Campbell, owner of Campbell Brothers Inc., an equipment rental and warehousing company on Warehouse Road, filled in about 200 yards of the flood plain to a height of 10 feet, according to Bill Kalberer, flood plain planner and state coordinator for the national flood insurance program administered by FEMA.

"[The fill] is a violation of a town ordinance, which the town has to enforce to remain in the flood insurance program," Kalberer said.

A flood plain is defined as the area that would be affected in a flood of such magnitude that would be expected to occur no more than once every 100 years. By comparison, the recent massive flooding in the Midwest is considered a 500-year flood.

The town has failed to correct the situation, according to Kalberer, and now faces probation and possible suspension of its flood insurance. Kalberer issued the warning in an Aug. 13 letter to the town.

Five of 23 dwellings in the flood plain are insured for a total of \$330,000, according to town records. If the town is placed on

probation, the five homeowners would have to pay an additional \$50 for insurance. If the town is suspended, no one would be able to get flood insurance, Kalberer said.

The last time Dumfries — which has a history of floods — had to call on the federal government for disaster assistance was in June 1972, when Hurricane Agnes caused what the National Weather Service defined as a 200-year flood.

At that time, water rose almost 30 inches in the garage of the Fraley residence, damaging a half dozen vehicles, according to Betty Fraley, a member of the Town Council.

The problem on the 70-acre property — all of which Campbell owns either outright or jointly — was discovered by FEMA in 1989, according to town records.

In 1977, Campbell dredged Quantico Creek with town and Army Corps of Engineers backing and, without a permit, deposited the excess on his wetlands, according to a May 13 report by former town manager Tom Harris to Kalberer and FEMA representative Steve Adukaitis, who is no longer handling the project.

In 1988, Campbell allegedly placed fill on a previously restored area, according to the report.

In 1990, more fill was placed on an equipment storage yard. It was removed, but Campbell allegedly refused to remove buried concrete rubble from the tidal and non-tidal wetlands, the report says.

The report concludes that the fill is in the flood way of Quantico Creek, and could send the level of the creek up during a flood, said Charles Sakowicz, town public works administrator.

Campbell says his land is not in violation and he refuses to pay for a hydrologic study that would either prove the flood line has not been raised or that it would affect only his property, the only two options allowed by FEMA.

"They've got to prove that I've done something wrong, and I haven't," said Campbell.

The Prince William County Wetlands Board inspected the land, found no violations and concluded the wetlands had been restored to the county's satisfaction, the board has informed the town.

Mayor Samuel Bauckman said proving a violation would be difficult in a court of law because flooding

can be caused by such other things as tides, beaver dams, northeasters and runoff from upstream activities.

Bauckman said he would invite all the parties to a meeting to discuss options that include the deeding of the property to the town. He said he would like to see the creek naturally channeled similar to Four Mile Run in Arlington County so siltation from Quantico Creek's sandy shores won't threaten the town as it has the past 200 years.

Then water could flow down to the wetlands and spread out among the spatterdock, saltmarsh, bullrush and American lotus, where fish feed and geese winter, Bauckman said.

Campbell has offered to deed a large tract of wetlands to the town for use as a ballpark, nature trail and bird-walking boardwalk similar to the one at Dyke Marsh in Alexandria. What he stands to gain is that he wouldn't have to pay \$400 an acre each year on property that can't be built on, Bauckman said.

But, said Campbell: "They black-balled me in such a way I'm not interested in doing it any more."

Campbell contributed to Bauckman's 1990 mayoral campaign, he

said. The two have been friends for about 10 years, according to Bauckman.

BOSTON GLOBE

Kerry bill seeks to plug a drain on flood funds

By Coco McCabe
SPECIAL TO THE GLOBE

Celeste Aulino and her neighbors in the Beachmont section of Revere have had it. Flood waters from the storm-whipped Atlantic have washed away too much of their lives too many times. They don't want any more insurance money. They want to move away from the coast.

But a modestly funded government program that buys flood-damaged property and turns it over to the community for open space has been slow to hear their plea. The buyout is offered through the National Flood Insurance Program, which the residents have been paying into and collecting from for years. Now more help may be on the way.

Last month, Sen. John F. Kerry filed a new version of a hotly debated bill aimed at reforming the 25-year-old flood insurance program. One of its goals is to increase its financial stability through increased participation. As of July 31, the present program would have been \$35 million in the red if it had to pay all its claims at once.

Presently, \$4.7 million, which comes solely from premiums, is set aside annually for the buyout program. It draws applicants nationwide and has strict acceptance guidelines. If the program runs out of money, it is allowed to borrow up to \$1 billion from the Treasury.

On the local level, two bills affecting coastal residents are working their way through the state Legislature. One, filed by state Sen. Henri Rauschenbach (R-Brewster), seeks

Flooding losses

The number of properties in each community with repetitive losses due to flooding from 1978 through Nov. 30, 1992. The last column shows the total number of claims. In most cases there were two, and sometimes three, repetitive claims.

CITY/TOWN	Properties with repetitive losses	No. of claims
BEVERLY	4	13
Beverly	4	9
GLOUCESTER	15	43
Lowell	1	4
LYNN	13	15
Marblehead	13	20
Marblehead	13	20
RANDOLPH	26	56
Revere	7	16
NEWBURYPORT	10	23
REVERE	180	431
Rockport	12	24
SALEM	1	3
Salem	12	24
Swampscott	17	43
Winthrop	56	127

SOURCE: Federal Management
Emergency Agency

GLOBE STAFF CHART

to create a \$10 million fund to buy properties from owners tired of being battered by storms. The second, filed by state Rep. Thomas Cahir (D-Bourne), would require people selling property to let buyers know how often it gets flooded and what the

rate of erosion is.

Celeste Aulino may be wishing that disclosure law was already on the books when she bought her house at 140 Broadsound Ave. Old-timers in Revere remember the days when her street was a swamp fit only for rowing boats, Aulino says. The area is below sea level and her eight-year-old \$245,000 duplex should never have been built there, she says.

But after the blizzard of 1978, no

one thought there would be another storm like it for the next 100 years, Aulino recalls. She knew from city officials that the property got some water, but she didn't know how much. So, in 1986 Aulino and her family acquired federal flood insurance — it now runs them about \$700 a year — and moved onto Broadsound Avenue.

Five years later, the no-name storm in October 1991 wiped out the entire downstairs of the house. They collected thousands of dollars in insurance, refurbished the house, and a year later a storm in December

cleaned them out a second time. Again they collected their insurance benefits and now the house is on the market. There are lookers, but no buyers.

Aulino's story is not unique. For an average of \$300 a year, a homeowner can purchase the government-sponsored insurance and repeatedly get reimbursed for damages — without seeing the premiums go up after each disaster. Under the program, which began in 1968, existing buildings were also "grandfathered," which means they don't need to be floodproofed unless 50 percent

or more of their fair market value is damaged or improved.

"Do I believe we should be getting paid for all these floods all the time? Definitely not," says Elizabeth Holubiak of 48 Leverett Ave., whose home has been flooded 12 times since 1972 and who has collected about \$40,000 worth of insurance. "It's been one big Megabucks around here."

There have been 1,078 policies written on properties in Revere and since 1978 the program has paid out \$10.85 million in claims. From 1978 until just before the December storm last year, Revere had 180 properties that had sustained repeated losses. Among those 180 properties, the number of claims totaled 431.

In the 15 other coastal communities in the North Weekly area that participate in the federal flood insurance program, there are a total of 3,020 policies. Since 1978, the program has paid out more than \$25 million in claims to property owners in those communities. Statewide, the total amount in claims paid out since 1978 is about \$180 million.

"The stupidity of the whole thing is these homeowners pay for flood insurance. When there's a storm they receive a settlement. The homeowners fix the property up again," says Mark Signore, a rehabilitation specialist in Revere's community development office. He has been working on the buyout program with a handful of Revere residents.

"We just can't deal with it any more," says Esther Smith, whose Broadacres Avenue house has been damaged extensively three times. But unless federal administrators approve her buyout application - and the applications of nine of her neighbors including Aulino and Holubiak - Smith's house may continue to sit on the market as it has for the

last four years.

Smith maintains that it would be cheaper for the insurance program to purchase properties like hers instead of continuing to dole out money for repairs.

That's where the reform bill could help, says Sarah Woodhouse, a staff assistant for Kerry. With just 19 percent of eligible property owners now buying the government-sponsored insurance, Kerry's bill

aims to beef up participation, bringing money in for a variety of programs. The bill would establish a flood-risk reduction program, which would make available grants of up to \$20 million per state over a five-year period. Some of that money could be used to buy distressed properties. But for individuals to participate in those mitigation efforts, their communities must apply as a whole first.

Continued on next page

However, no dollar amount has been set for a new buyout program.

Currently, banks that offer federally insured or guaranteed mortgages require borrowers in flood hazard areas to buy flood insurance. But after the first year, policies are often not renewed and participation in the program falls off. Kerry's bill would give lenders the authority to set up escrow accounts for borrowers' insurance premiums, thereby preventing the policies from lapsing and ensuring the fund is stable.

More money in the program also means less of a burden on taxpayers who pick up the bill for disaster assistance when people aren't insured.

Where Kerry's bill falls short is in addressing the wreck-and-repair cycle flood insurance has set spinning, says Jim O'Connell, a coastal geologist for the state's Coastal Zone Management office. Although the office strongly supports the bill, cheap insurance encourages people to rebuild - and rebuild larger - in sensitive areas, he says.

"The encouragement issue is still an ongoing debate," O'Connell says.

But for new construction, that debate may be short-lived. One of the major thrusts of the bill is to steer development away from the coast. It would do that by denying government-sponsored flood insurance to new construction in highly erosion-prone areas. In certain areas it would also limit new insurance to buildings that could be easily picked up and moved.

While these provisions are among the most controversial in the bill, they don't ban construction.

"Sen. Kerry's bill deals only with the availability of federal flood insurance. You want to build in the ocean? Make it too hard," says Beth Millemann, director of the Washington-based Coast Alliance, a national coalition of environmental leaders. The only thing you might not be able to do is get federal flood insurance, she says.

"We as a nation can't afford this anymore," Millemann says. "There are places that are dangerous to live and taxpayers shouldn't be forced to pay for people's private decisions to live in dangerous areas."

But Harold Nabhan, a Salisbury businessman and longtime flood program participant, says there is another side to that argument. "If I'm dumb enough to build in a danger zone, that's my problem. Not the government's. No one is forcing them to sell me flood insurance. But

once they do sell it, they have a severe legal obligation to meet their obligation and not horse us around," he says. Nabhan's oceanfront building on Salisbury Beach, valued at more than \$1 million, was damaged in the December 1982 storm. He is still waiting for the insurance program to honor his claim.

As worry grows in some quarters that a more violent cycle of storms is going to begin battering the coast, supporters of this third version of the bill are optimistic it now has a chance of passing. Some of the real estate, banking and building concerns have been addressed in this compromise effort.

"This bill looks much, much better than previous bills in terms of

'We ... can't afford this. ... Taxpayers shouldn't be forced to pay for people's private decisions to live in dangerous areas.'

BETH MILLEMANN
Director of the Coast Alliance

the way it would impact construction on the coast," says Kathy Gerlach, a legislative director for the National Association of Homebuilders. However, the association has not yet taken a position on the bill.

"Generally speaking, we're greatly encouraged by the direction of this legislation," says Daniel Furta, executive vice president of the Massachusetts Bankers Association. "I doubt we'll oppose it."

But even with all the compromise, Laurie Martinelli, director of public policy for the Massachusetts Audubon Society, isn't going to bet on the outcome. "It's unclear if Congress is ever going to resolve this," she says. And that's why Massachusetts needs to make some clear policy decisions of its own, she adds.

The two bills now before the Legislature on the statewide buyout fund and the hazard disclosure requirement could set an example for the rest of the country, says Martinelli.

Whatever the outcome of the state and federal bills, it won't happen soon enough for the Revere residents. "I'd just as soon lose all my credit and walk away," says Celeste Aulino. "I want my freedom."

TRIBUNE-STAR

Less for foreign aid, more for flood relief

To the Editor:

I really don't remember a time that I have disagreed with the actions of 7th District Rep. John Myers, until now. Congressman Myers voted against the \$5.7 billion relief package for flood victims of the Mississippi, Missouri and Illinois rivers because that money is outside the scope of the Federal Emergency Management Agency. In my opinion, Congressman Myers has been an outstanding representative of our district and I usually concur with his position. However, I am forced to disagree with that position.

It seems to me that the United States can spend billions of our tax dollars in foreign aid, i.e. most recently the Somalians and even though we saved them from certain death from diseases and starvation, we can view them nightly on the national news yelling at our troops, telling them to "get out." So, needless to say, they could care less about our sacrifice of people, money and effort expended on their behalf. The United States has helped foreign countries regularly and a great deal of the time the aid given are grants, not loans, for which we should be repaid, and we don't even receive as much as a thank

Letters

you.

The majority of the flood victims are American citizens, hard-working, taxpaying persons who have children who are members of the armed forces who have fought to preserve our peace. Further, a majority of them are farmers who help feed the nation. It isn't bad enough that they have lost everything they have, then they have to be jockeyed around by our government before they receive anything toward restoring their lives. I personally think these flood victims should receive outright grants and not low-interest loans. I believe that charity begins at home.

As I am preparing to send this letter I see in the morning paper that Rep. Myers is now supporting an effort for a federal disaster declaration of five counties, for which I am grateful to read. Bravo!

— Mose Kassis
Terre Haute

FINANCIAL TIMES

DATE: SEP 15 1993

Richard Lapper reports on the international reinsurance market

International investors have been gripped by enthusiasm for the catastrophe reinsurance market in recent months. A string of new ventures has brought more than \$3bn in new capital to Bermuda, the Atlantic island whose loosely regulated and tax-free offshore market has been the focus of much recent activity.

The current boom ought to be relatively long and very profitable. With the departure of up to 200 reinsurance companies because of recent catastrophe losses, rates have increased sharply.

However, many in the industry are already warning that expansion has been too quick and that the rapid supply of capital into the market could lead to a resumption of rate competition. Mr Angus Runciman, analyst with BZW, says: "The speed with which the fresh capital has been sucked in is alarming. It could end in tears."

Rates for catastrophe reinsurance initially rose steeply in 1990 and 1991 after billion dollar losses sucked up to \$10bn in capital from the industry. Many leading players - including the Gooda Walker and Feltrim Lloyd's syndicates - were eliminated, reducing competition among the suppliers of high-level covers and destroying the so-called "spiral" market, where reinsurers offset their own exposures with each other.

Two losses in particular - a typhoon in Japan in 1991 and Hurricane Andrew in the US last year - have given impetus to the upswing, strengthening the hand of underwriters and allowing them to force through price increases.

Mr Charles Skey, a veteran London underwriter now working with a new Bermudian company, Mid-Ocean, says that rates are "the best I have ever seen in 28 years of underwriting. We've never had rates at these high levels in four of the biggest markets - Japan, Australasia, North America and the UK - at the same time".

Over the past four years catastrophe rates for Japanese insurers have risen more than 700 per cent, while buyers in other markets have seen rates at least double or triple.

When disasters lead to riches in Bermuda ^{P19}

Reinsurance premiums soar...

London market catastrophe reinsurance 1989-93



...attracting new capital

New reinsurance ventures: deals completed in 1993

	Lloyd's corporate capital	Bermuda and other	Total	Business	Sponsors
Renaissance Re		\$140m	\$140m	Property catastrophe	USF&G
Star Excess (Solic Holding)		\$100m	\$100m	Excess liability	AIG 24% & General Re 10% \$100m paid but \$500m committed
IPC		\$300m	\$300m	Property catastrophe	Sponsored by AIG (24%)
Mid Ocean Re		\$250m	\$250m	Property catastrophe	Marsh & McLennan and JP Morgan
Underwriters Merrett Capital		\$170m	\$170m	Property catastrophe	Marsh & McLennan will write 20% quota share of Merrett syndicates
Zurich Centre		\$640m	\$640m	Brokered reinsurance	Zurich and Fund America with \$340m together
Liberty Mutual		\$130m	\$130m	London market	London market subsidiary of Liberty Mutual (US) and run by Richard Hazell
13 other ventures planned	\$448m	\$3,355m	\$4,000m		Source: Harvey Bowring, BZW.

Andrew in particular, which with losses of more than \$15bn is the US's costliest natural disaster, has been a decisive factor prompting some reinsurance companies to leave the market. "Andrew made people sit up and realise the size of the numbers we are potentially talking about," says Mr Runciman.

Mr Michael Butt, the former head of Eagle Star who took over as Mid-Ocean chief executive in April, says the sudden shrinkage of capacity in London accelerated the pace of developments in Bermuda.

Marsh McLennan, the world's biggest insurance broker, and JP Morgan, the merchant bank, sponsored Mid-Ocean's formation last November with capital of \$350m. Less than a year later the company has already been to the US capital markets to raise an

extra \$325m, has reported its first profits and is preparing to step up the scale of its activities.

Since the summer, US and overseas investors and insurance companies have been launching new ventures at the rate of almost one a week in Bermuda. There have been initiatives by American International Group, the world's biggest insurer, and General Re, the US's biggest reinsurer. Last month's decision by Swiss Re, the world's second biggest reinsurer, to join forces with New York investor, Mr John Head, to raise up to \$850m for a new Bermudian venture, is seen as an important show of confidence for the Bermuda market.

London too has benefited. At least three new reinsurance companies have been formed this

tors to look seriously at backing new corporate members at the Lloyd's market.

Mr Butt suggests that the scale of capital formation will be insufficient to reintroduce rate competition, dismissing comparisons with the early to mid-1980s, when a wave of speculative capital flooded into London.

New Bermudian companies are using their capital more cautiously than was typical in London in the 1970s and 1980s, by underwriting a maximum of 50 cents of premium for each dollar of capital, giving them solvency ratios at least twice as high as was common five years ago.

Reinsurers are also now tending to underwrite what the market calls bigger "net lines", retaining more exposure on their own books. Mr Butt expects the demand for catastrophe reinsurance could increase as a result of trends in the proportional reinsurance market (where reinsurers accept a proportion of premium from a direct insurer in return for the same proportion of exposures less a ceding commission), especially in Europe.

Big European reinsurers such as Munich Re and Swiss Re which dominate this market are placing limits on the amount of catastrophe exposure they are prepared to accept in proportional deals, forcing many European insurers to buy more catastrophe cover and lending support to upward rating trends.

Nevertheless many in the industry remain unconvinced that the new capacity will not affect rates. There are already isolated reports that brokers are attempting to use the threat of competition to obtain better rates and although Bermudian companies have so far tended to write "following lines", underwriting portions of risk but leaving lead underwriters in London to determine rates and conditions, this could begin to change next year.

Some of the new Bermudian capital is out to make short-term profits. Next year if some of these companies find they are writing insufficient premiums they may start to "press rates down", suggests one analyst.

"At the moment the new Bermudian companies are swimming alongside the whales. But how long will it be before they want to make waves of their own?" asks Mr Runciman.

THE VIRGINIAN-PILOT

Spirit of hurricane victims is hailed

Disaster relief center will stay open indefinitely

by Michael Raphael
staff writer

BUXTON — As Hatteras islanders filed for aid at a new disaster assistance center Tuesday, federal officials marveled at the resilience of the residents.

"I don't know if it has to do with the sea, but a lot of these people are descendants of fishermen who went out into the middle of God knows what," said Pat Heintzelman, a Federal Emergency Management Agency worker at the Federal Disaster Application Center in the Cape Hatteras School Gymnasium. "They say they're going to rebuild. They're very positive. And that's a great attitude."

FEMA officials opened the application center four days after President Clinton granted Gov. James B. Hunt Jr.'s request for federal aid to help recover from Hurricane Emily's Aug. 31 sweep of southern Hatteras Island. Weather Service officials have described the storm as the most destructive to hit Cape Hatteras since 1846.

At 8 a.m. Tuesday, a line of 30 applicants was waiting at the door of the gym.

By 5 p.m. Tuesday, 324 residents from the villages of Avon, Frisco and Hatteras had applied by phone or in person for federal aid.

The toll-free phone number used by most applicants had been advertised all weekend on a banner behind a small airplane that flew over the four villages, said George Thune, a FEMA spokesman in Avon.

About 700 applicants are expected, said Guy Thompson, FEMA manager in Buxton. The center

will stay open indefinitely.

Officials have estimated that the hurricane did at least \$12.6 million in damage, destroyed 25 percent of the single-family homes in the four villages and left uninhabitable the homes of 553 residents.

On Tuesday at the school gym, Heintzelman sat in front of a red and black hurricane warning flag as she assisted residents through a maze of interviews, loan and grant applications and counseling sessions with social workers from local and state government offices. She reminded each applicant that the aid was not charity.

"It's not handouts," said Heintzelman, a veteran of Hurricane Andrew relief efforts in South

*The toll-free phone
number used by most
applicants had been
advertised all weekend
on an airplane streamer.*

Florida. "Most of them have paid taxes all their lives. Now it's their turn to get something back."

George Chervenak of Avon was among Tuesday's applicants. The 68-year-old retired auto worker was applying for a business loan to replace equipment lost at his cottage-cleaning business.

"There's a lot of red tape you have to go through, but the help is great," said Chervenak.

Aid applicant Gloria Platt, 68, of Frisco, said emotions have run high since Emily. But after eight years on the Outer Banks, Platt said she has learned a lot from the natives.

"I think we — the outsiders — will learn to be a little more like the people here," she said. "A little tougher."

HOW TO GET FEDERAL DISASTER AID

President Clinton's Sept. 10 disaster aid declaration applies only to Dare County, a Federal Emergency Management Agency spokesman said Tuesday.

North Carolina Gov. James B. Hunt Jr.'s request for federal aid included Hyde County. But the county was not included in Clinton's declaration and will not receive aid, the FEMA spokesman said.

On Tuesday, FEMA opened an application center in the Cape Hatteras School in Buxton. The application center will be open from 8 a.m. to 6 p.m. Monday through Saturday. Sunday hours will be from 1 to 6 p.m. The application center will remain open indefinitely.

Aid applicants also may register claims over the phone by calling 1-800-462-9092 from 8 a.m. to 7 p.m. seven days a week.

Individuals may receive up to \$11,900 in grants, depending on damage. Officials recommend bringing any documents, photos or identification available on the damage to the center.

Following is a list of available federal aid:

- Emergency assistance: food, clothing, shelter and medical assistance.
- Home/personal Property Disaster Loans: for homeowners and renters for restoring or replacing underinsured or uninsured disaster-damaged real and personal property. If damage to homes can be repaired for less than \$5,000, homeowners are eligible for grants to accomplish those repairs.
- Disaster Housing Assistance: temporary housing for those whose permanent homes were damaged or destroyed and are uninhabitable. For home owners, two months' mortgage payments are available; for renters, rent for one month is available.
- Individual and Family Grant Program.
- Business Disaster Loans.
- Tax Assistance.
- Disaster Unemployment Assistance: weekly benefits for those not covered under regular unemployment insurance.
- Insurance Information: counseling regarding ways to obtain copies of lost policies, file claims and expedite settlement.
- Legal Assistance.
- Social Security benefits.
- Consumer Services.
- Aging Services.
- Crisis Counseling.

For more information, call the hot line, 1-800-685-9351.

Source: Federal Emergency Management Agency

FORT WORTH STAR-TELEGRAM

SEP 15 1993

Richards surveys tornado damage

BY HOLLACE WEINER
Fort Worth Star-Telegram

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23A

CLEBURNE — Stepping around twisted street signs and tromping through mud in her high heel shoes, Gov. Ann Richards looked firsthand yesterday at the \$10 million in devastation a tornado wreaked on the Johnson County seat, and promised by today or tomorrow to declare the town a disaster area.

"I tell you, I have never seen so much stuff in my life," Richards said as she greeted cleanup crews and wandered into living rooms, businesses and body shops to inspect the damage. "I have never seen a community react as quickly and effectively to clean it up. ... There's a lot of spirit in this town."

The storm system that spawned tornadoes in North Texas on Monday also brought severe thunderstorms to the region in the pre-dawn hours yesterday. In Fort

Worth, the Luskey's Western Store downtown sustained heavy damage yesterday when a portion of the roof collapsed, flooding the premises with about 2 feet of water.

A 13-month-old Parker County girl was swept from her mother's arms and drowned after their car stalled at a low-water crossing near Garner.

Monday's twisters ripped the roof and a wall off a Ramada Inn in North Arlington. The American Red Cross deployed at least 100 volunteers in Johnson, Tarrant and Denton counties to make door-to-door assessments of the damage.

In Cleburne, where a tornado snaked across the town's southern half Monday morning, 97 businesses and 132 residences were damaged or destroyed, said Bob Killinger, a Cleburne police officer and the city's emergency management coordinator.

The initial damage estimate of \$8.3 million rose to more than \$10 million yesterday as inspection teams of students from Southwestern Adventist College in Keene made door-to-door visits to damaged homes, and as the Johnson County Appraisal District toured businesses.

Richards said she will send in state assessment teams today to spot check the local findings. "Then we will start fussing with FEMA," she added, referring to the Federal Emergency Management Administration.

She said state officials will try to expedite low-interest loans from the federal Small Business Administration.

Richards repeatedly congratulated Cleburne City Manager Joel Victory for the well-organized clean up she witnessed as she walked past crews straightening telephone poles, slicing downed trees with chainsaws and feeding limbs and leaves into mulching machines.

"A lot of communities just stand in a state of shock, looking at what is taking place," Richards told Victory and state Sen. David Sibley, R-Waco. "Here, everybody's cleaning up. Everybody's active. Everybody knows what they are doing. That kind of preparation speaks very, very well for this town."

Pausing by a "yard-of-the-month" sign, Richards consoled homeowners Shirley and Ingram Walker as she looked inside and outside their residence in the 1000 block of Prairie Street.

The Walkers' gray, composition roof was patched with a sheet of plastic, and an uprooted 73-year-old pecan tree lay across their back yard.

Pointing to the cavity left by the uprooted tree, Richards told the Walkers: "A lot of people have laid bigger holes than that in me."

Shirley Walker invited the governor to "come on out after we get pretty." Richards hugged the 82-

year-old homeowner and promised she would.

As Richards finished up her hour-long tour of the damage, students and faculty at Hill College Vocational Training Center said they were pleased that the governor had toured their damaged body shop.

In Fort Worth, Mike Luskey, owner of Luskey's Western Store, said damage to merchandise is extensive and the store will be closed at least a day for cleanup.

"Our builder said structurally the building is solid as a rock," Luskey said. "There's no damage to the structure."

MINNEAPOLIS STAR-TRIBUNE

Farm aid brings spotty relief

'The disaster program is a bigger disaster than the flood.' - Rep. Collin Peterson

By Sharon Schmickle
Staff Writer

Nobles County, Minn.

Like the floodwaters that rose on Midwestern fields this summer, anger and confusion over federal disaster programs are swelling in rural regions as farmers approach a bitter harvest.

In Nobles County in southwestern Minnesota, one of the nation's hardest-hit counties, the programs have enticed farmers to destroy crops that could have produced grain. They have created losses for Main Street businesses such as grain elevators. And one program has funneled millions of dollars to farmers with the largest incomes while giving little or nothing to needier families.

In northwestern Minnesota's wheat regions, the programs are prompting some farmers to burn crops without a clear understanding of their options.

"The disaster program is a bigger disaster than the flood," said Rep. Collin Peterson, D-Minn., whose telephone rings steadily as frantic farmers try to make sense of the programs.

Costs of cleaning up flood damage nationwide are expected to total more than twice the \$5.7

Farmers continued on page 17A
nerves. Younger farmers also are likely to report lower incomes because they are taking tax deductions for depreciation on start-up equipment, Minge said. "They are losing just as much crop as their neighbor, and the neighbor can collect benefits," he said. "The discrimination is very divisive."

Minge said he doubts that members of Congress knew they were funding the unemployment program when they hurriedly approved the \$5.7 billion disaster relief package in August.

Another program, called "Q/92," is controversial because farmers have had to make agonizing decisions to destroy crops before knowing if their grain will be worth harvesting.

Normally, Nobles County ranks among Minnesota's top 10 corn-producing counties. This year, about half of the crop has been enrolled in the Q/92 program. Without it, the region is likely to import corn for livestock feed this winter.

Some fields enrolled in the program are so badly damaged that they clearly are worthless. But "there are some fields around here that would have made something if they hadn't been destroyed," said Fischer, who has destroyed 66 of the 170 acres of corn he had planted.

Grain elevator managers, including Mammen, pleaded with federal officials to give the grain a chance to mature. "It's sinful to plow up good corn, and there are acres in the fields that are good but will be destroyed," Mammen said.

No one is forcing the farmers to enroll in the program, but those who don't are risking that they will lose Q/92 benefits and their crop if an early frost strikes their fields. Much of the corn needs another month before farmers will know whether it is worth harvesting.

Federal officials point to program rules to explain why they don't want to extend the deadline until harvest time.

The Q/92 program has functioned for several years as an option farmers could choose before planting. Instead of planting traditional crops such as corn or wheat, farmers could devote the land to conservation, plant a cover crop and still collect part of their corn or wheat subsidies.

The program was designed as an acreage reduction program, not a vehicle for disaster assistance, said Diane Sharp, who oversees the pro-

gram at the Agricultural Stabilization and Conservation Service (ASCS) Washington, D.C.

"The flooding was so devastating that farmers are struggling to recoup in any way they can," she said.

The ASCS has encouraged farmers to turn to Q/92 by repeatedly extending enrollment deadlines. After some farmers were unable to plant flooded fields in the spring, the ASCS extended the deadline for them. As continued to ravage crops, there more extensions, and the program became available to farmers who decided to destroy crops.

With each extension, some farmers who enrolled early felt cheated because their neighbors had been given more time than they had to make decisions about destroying crops.

The fifth "final" deadline for enrollment this year was yesterday, officials said there won't be another extension. A preharvest deadline is essential "to preserve the integrity of the program," Sharp said.

But critics see that explanation as bureaucratic devotion to rules.

Why not acknowledge that the program is functioning as disaster relief and wait to determine the actual losses before destroying more crops? Manninen wondered last week.

Manninen estimates that his elevator, Consolidated Cooperative, will lose at least \$600,000 in net income this year because it will have less corn to buy, store, dry and sell. The elevator will have to slash expenses, and its 36 employees are "wondering where they are sitting," he said.

"I'm going to try to hold everybody together, because we have good employees and we owe them something."

Fuel dealers and other businesses also stand to lose money because of the shrunken harvest.

Threat of frost isn't the only factor pushing farmers toward 9/92. Many, especially wheat growers, are confused about the benefits they will get from another federal program that is supposed to pay them 42 cents for every dollar of crop losses.

Wheat growers have taken heavy discounts for their grain because its quality is poor this year. They want to know whether federal aid will cover such losses, and the government has said that it will. But a formula released last week for calculating the coverage is so complicated that nobody can figure it out, Peterson said.

So the 9/92 deadline passed last week with farmers unsure of what benefits they can collect if they don't destroy crops. Some of them chose to destroy their wheat anyway.

"This is a mess," Peterson said.

He also said that federal disaster relief workers have been too lavish in his district with money for other programs. "The people in town are getting compensated by FEMA [the Federal Emergency Management Agency] at a level that is way beyond their wildest imagination for basement damage and so forth," he said.

FEMA officials could not be reached for comment yesterday.

Minge and Peterson, who represent the hardest-hit districts in Minnesota, aren't taking blame for the snafus. They said they argued against the scheme of disaster relief that was adopted. They also said they are getting ready to push for reforming the federal crop insurance system.

"If we had federal crop insurance that worked, we wouldn't need unemployment programs for farmers, we wouldn't need a jury-rigged 9/92 program, and farm suppliers wouldn't be put in such a horrible position," Minge said.

For federal crop insurance to work, farmers will need to be convinced that they can't expect handouts from politicians when crops fail, Peterson said.

"What we need to do is take a blood oath that there will never be another disaster bill," he said.

But Peany, who has had more experience with previous disaster programs, said that Congress — like the homeowner who remembers to fix the roof each time it rains — has shown interest in crop insurance only during the peak of disasters. "The next year, with weather patterns returning to normal, the attention span runs out, and it's an issue that gets set aside," he said.

SUN-SENTINEL

Government to reimburse Midwest for floods

The Associated Press

WASHINGTON — The federal government will reimburse 90 percent of disaster costs to public and nonprofit properties in nine Midwestern states hit by summer floods, up from 75 percent, President Clinton announced on Wednesday.

Clinton said he had established a new standard for "disasters with wide economic impact" to ensure the states qualified for the

more generous reimbursement rate from the Federal Emergency Management Agency.

"The scope of this disaster is so great that it has the potential to have a dampening effect on our entire national economy, and we must respond accordingly," Clinton said in a statement.

Clinton earlier had announced that FEMA would pay 90 percent of disaster costs in states where the cost of flood damage was at

least \$64 a person. As of last week, none of the nine Midwestern states had met that standard.

On Wednesday, Clinton announced a "second standard" that would allow 90 percent reimbursement if overall disaster damage amounted to 0.1 percent of the national gross domestic product. In this case, the damage was estimated at \$7.6 billion, or 0.12 percent of the GDP.

"That means I have approved

the reimbursement of eligible public assistance disaster costs for the nine Midwest states affected by this summer's catastrophic flooding, at a 90 percent federal-10 percent non-federal cost-share basis," Clinton said.

The new, more generous standard applies to FEMA disaster aid for public and nonprofit properties such as streets, universities, utilities and government buildings, not to FEMA assistance paid directly to individuals.

Clinton said that as families struggle to recover from the flooding, "I want them to know that this administration plans to be with them every step of the way."

"As the damage toll continues to mount, it's becoming increasingly clear to me that we must not view flood relief as local assistance only," he said.

Officials of the flood states had complained that the original re-

quirement to qualify for a 90 percent reimbursement rate was too strict and that it was unfair.

Congress has approved a \$5.7 billion aid package for the Midwestern states. Total flood damage is estimated at more than \$10 billion.

The nine affected states are: Minnesota, Wisconsin, Missouri, Iowa, Illinois, Nebraska, South Dakota, Kansas and North Dakota.

Sun-Sentinel

9-23-93

BALTIMORE SUN

Emergency preparations beefed up around APG

Mustard agent is potential peril

By Bruce Reid
Staff Writer



Styrene blasting from Aberdeen Proving Ground tomorrow will be the first clear signal that someone is preparing for the unlikely event of a major accident involving the Army post's large and potentially dangerous stockpile of mustard agent in a field along the Bush River.

After the tests, set for 1 p.m. to 4 p.m., 41 sirens are to be installed by in Harford, Baltimore and Kent counties.

"They will be the first visible thing to the public," said Robert Dickover, a Baltimore County emergency-preparedness official.

For four years, however, government around the proving ground quietly have spent millions on additional communications equipment, projects to enhance evacuations plans to make schools safe from an accident, the odds against which are put at 100 million to one.

However remote the chances, the prospect of an accident involving the proving ground's estimated 1,500 of mustard agent has generated a windfall of federal money for the three counties.

The counties and the Maryland Emergency Management Agency been authorized to spend more \$8 million in Army money, and the jurisdictions have requested \$4 million more for the federal budget year that begins Oct. 1. It is expected that millions more will be spent.

On Wednesday, state and local officials will participate in the first of three emergency exercises. The second is set for November and the third, the first full-scale exercise, for April.

Nationally, nearly \$190 million been spent on the emergency program. In addition to the proving ground, there are seven other U.S. sites where aging, lethal warfare chemicals are kept.

Some members of Congress have criticized the slow pace of the emergency program. In Harford, for example, officials have waited two years to be told which types of protective suits and other gear are needed by firefighters, sheriff's deputies and others who would respond to an accident.

All the planning, training and

hardware paid for by the Chemical Stockpile Emergency Preparedness Program (CSEPP) helps the counties prepare for any major accident or disaster — from chemical spills on Interstate 95 in Baltimore or Harford counties, to accidents at fertilizer plants in Kent, to hurricanes or major storms in the upper Chesapeake Bay region.

"There's stuff going up and down the roads and rails every day that makes mustard agent look like Sprite," said James W. Terrell, chief of Harford County's Department of Emergency Operations.

An estimated 3,000 shipments of hazardous materials pass through Harford along I-95 each day, Mr. Terrell said.

Still, the proving ground's mustard agent stockpile evokes the most emotion.

Political battles have raged locally and nationally since the mid-1980s, when Congress told the Army to dispose of its mustard and nerve agents at the proving ground and the seven other U.S. sites. The Army chose to build huge incinerators.

As the fight over the safest way to dispose of the chemicals continues, and the stockpiles remain, Congress also has directed the Army to help neighboring communities prepare for accidents.

Mustard agent, a syrupy liquid often incorrectly called mustard "gas," blisters the skin and burns the respiratory system. In lower doses, it can cause chronic injuries; in higher doses, it can be fatal. It causes cancer in laboratory animals.

Experts say a catastrophic event — a plane crashing into the stockpile and a fire burning uncontrolled for at least 30 minutes — would be required to present any significant danger to people around the proving ground. Intense heat would be needed for the chemical to get into the air and be carried beyond the installation's borders, they say.

Though the chemical has been stored at the proving ground since World War II, the Army didn't publicly acknowledge the stockpile's existence until the mid-1980s. Con-

sequently, an emergency-preparedness effort involving neighboring communities could not begin until the stockpile was declassified.

CSEPP itself, though it is not directly related to any incineration plan or other disposal method, has generated controversy.

The Kent County commissioners, saying they were "vehemently opposed" to any plan to incinerate the mustard agent, withdrew from the emergency program last year. Taking Army money for emergency planning would constitute indirect support for the plan to build a \$438 million incinerator, they said.

Within three months, however, Kent was back in the emergency program. Congress told the Army to take a second look at possibly cheaper and safer ways to dispose of the chemicals at the proving ground and other sites where lesser amounts are stored or where there are large civilian populations.

An estimated 300,000 people live within 15 miles of the proving ground's stockpile. That is the area in which the sirens will be installed and where residents could be asked to take action during an emergency.

In the end, Harford County — and, to some degree, Baltimore and Kent counties — will have among the best emergency-response capabilities in the nation because of the stockpile program, Mr. Terrell said.

The stockpile program, paid for by the Army with oversight from the Federal Emergency Management Agency, is providing, among other things, \$1.8 million in improvements for Harford's emergency-operations center, nearly \$3 million to widen Willoughby Beach Road to enhance evacuation and \$700,000 for air-filtering systems at four schools near the proving ground.

In Kent County, the program is paying for radio systems for beach-front parks to be used during evacuations; efforts to shelter students and residents at Kent County High and Worton Elementary School; and training in coping with chemical accidents for firefighters, dispatchers, nurses and others.

In Baltimore County, where officials have been slower to participate in the emergency program, the Army money will pay for training in chemical accidents for firefighters, police and others; for a plan to renovate the county's emergency operations center in Towson; and for efforts to inform the public about the hazards of mustard agent or other chemicals.

CHRISTIAN SCIENCE MONITOR

As High Waters Hit Midwest Again, US Government Helps to Rebuild

By David Holmstrom

Staff writer of The Christian Science Monitor

BOSTON

THE widest, deepest, longest, costliest flood in Midwest history won't dry up. Heavy rains last week put cleanup and rebuilding efforts on hold in parts of Missouri, Kansas, and Illinois. The estimated \$16 billion in physical damage will go up a notch. And now at least 30 soggy towns want to remove all or part of themselves from harm's way and relocate to high ground. Agriculture Secretary Mike Eby said the federal government might buy dozens of flooded towns and convert them to wetlands. But more than 30 communities in several states are not waiting. Grafton, Ill., flooded out too many times to count, applied to the Federal Emergency Management Agency (FEMA) for funds to relocate.

In Iowa, 15 counties want to relocate portions of towns. In Valmeyer, Ill., more than half of the 346 homes were damaged. The town voted to relocate last week. Len DeCarlo, a spokesman for FEMA, said the agency might buy out property owners there so they could move, instead of paying higher insurance claims.

President Clinton has raised the percentage of damage costs the federal government will pay. FEMA will reimburse states for 90 percent of disaster costs, up from the previous 75 percent.

All federal and private levees will be repaired and made higher, according to the US Army Corps of Engineers. The federal government pays four-fifths of repair costs.

To the Corps, the system of levees that protected many towns and property along the rivers prevented even more flooding. Virtually every privately built levee was breached, but only 10 to 15 percent of federal levees broke.

Brig. Gen. Stanley Genega, director of civil works for the Corps, says that the \$25 billion spent on levees, flood walls, and reservoirs since 1937 have prevented \$200 billion in flood damage.

Environmentalists say that because of the way the river has been channeled and engineered over the years, floods are more intense and frequent than before. Add all the agriculture and development in the flood plains, environmentalists say, and the result is the massive flooding of 1993. The river reasserted its natural cycle and character.

"We need to think about ways to reunite the river with its natural flood plain," says Scott Faber, director of flood plains for American Rivers, "and not pay billions every 10 years or so."

To do this the federal government would have to compensate farmers for hundreds of thousands of acres of land, and pay to relocate towns. "I don't see the advantage of converting many acres of farmlands into wetlands and forgoing tremendous agri-

cultural benefits," says Gary DyHouse, a hydrologist for the Corps in St. Louis. "If you eliminate [just] residential development in the flood plains, you eliminate a very large percentage of the flood damages this year."

The National Flood Insurance Program (NFIP) was \$18 million in the hole when the floods hit. Drained of more than \$300 million by damages from Hurricane Andrew and two other storms, and with \$210 billion worth of policies in effect, the program needs reform.

NFIP was supposed to mandate the purchase of federal flood insurance when homes were bought in a flood plain. What happened along the Mississippi indicates a lack of enforcement. In the upper Mississippi River valley, only 18 percent of eligible properties are part of NFIP.

Federally chartered banks were supposed to mandate flood insurance, but hundreds of thousands of mortgage holders let policies lapse. Many homeowners in flood plains think floods won't hit them. Also, nearly half of all mortgages come from private mortgage companies, all exempt from the mandate.

"A portion of the population say a flood won't happen to me," says Marc Rosenberg of the Insurance Information Institute in Washington, D.C. "But if it does, I won't worry; there's disaster assistance. The well-publicized presence of disaster assistance discourages the purchase of unpopular flood insurance."

SEATTLE TIMES

AROUND THE SOUND

SEATTLE TIMES

DATE: SEP 29 1993

Eastside flood insurance rates reduced

Who says the government doesn't care? With the stroke of a pen, King County is giving Eastside residents thinking about buying flood insurance the chance to save some money this year. The county has reduced its assessment of the threat of flooding in most of the area, meaning insurance will cost 5 percent less.

The National Flood Insurance Program, a federal agency, awards the discount to communities that have taken aggressive steps and thereby reduced the danger of flooding through a floodplain management program. The reduced rates start Friday and are combined with a 5 percent reduction awarded to county residents in 1991.

The annual cost for flood insurance is about \$346 for King County residents and \$319 across the state. Policy holders who have had problems with flooding in the past may be able to qualify for additional insurance reductions if the county's Flood Hazard Reduction Plan is adopted by the King County Council.

— Steve Johnston

PSYCHIATRIC NEWS

Chronic Psychological Problems May Remain Long After Great Floods of '93 Recede

As the flood waters of the Missouri, Mississippi, and their tributaries abate, psychiatrists are joining hands with other mental health workers to help people cope with the aftermath of the worst catastrophe the Midwest has seen in decades.

Although APA district branches in Missouri, Iowa, and Illinois prepared for outreach efforts, the brunt of the devastation and the focus of the community mental health outreach are in Missouri, according to officials from the state's three district branches.

APA's Division of Public Affairs has provided district branches in the affected areas with information packets, and state and local mental health agencies have joined hands to train workers in dealing with the aftermath of disaster. APA's Area 4 Council, which includes the flood states, held a scheduled meeting August 7 and 8 focusing on flood response. The council advised affected district branches to provide any short-term psychiatric services pro bono, according to APA's Public Affairs Director John Blamphin.

Keith Schafer, Ed.D., director of the Missouri Department of Mental Health, has seen floods, some substantial, come and go for a decade, he told *Psychiatric News*. "But the reality is they've paled in significance to this flood. There is absolutely nothing in Missouri history that has even come near to what's happened in 1993."

In some cases, "whole communities have been wiped out," Schafer said. Homes, the local church, the corner grocery, are gone. "There are little communities that are totally buried under the water. I can tell you in some cases it is almost surreal. [From the air] it looks like the lost city of Atlantis."

What is particularly psychologically wearing is the gnawing uncertainty, said Schafer. "The anxiety of the unknown is

The unprecedented floods of 1993 have mental health care providers worried about the long-term psychological consequences. Psychiatric News spoke with some of those on the front lines to hear why they are so concerned that the floods' aftermath may prove as challenging later as does dealing with basic needs now. By Richard Karel.



A resident of Grafton, Ill., who suffers from Lou Gehrig's disease, was stranded by the flooding waters of the Illinois River.

often far more damaging and far worse than the anxiety related to the known. In this case, we clearly are being affected by the anxiety of the unknown."

Schafer anticipates a greater need for psychiatrists, as opposed to less highly trained mental health counselors, in coming months.

"Psychiatrists are the most highly trained mental health professionals in the world. They have the capability of dealing

both in the world of psychotherapy and biologically related medical issues. The vast majority of people who go through this will not need the top-of-the-line service. They will need the debriefing. And that can be done by a whole array of paraprofessionals."

But of those who go through that debriefing process, there will be some who need the services of psychiatrists. The other levels of mental health professionals must then "triage" and refer these people for appropriate care.

"When you use psychiatrists, you should use them for the hardest cases that don't get easily fixed by a normal, debriefing response. Your psychiatrists are going

(APA = American Psychiatric Association)

to play a much more important role in the next few months as those cases evolve. You'll have to find out over time who just doesn't get well. And in that case psychiatry will be terribly important."

Initially, said Schafer, they did not see much evidence of psychological stress. "Now we're beginning to see people in the early phases of anger and depression."

For children, particularly, "the stability in their world is topsy-turvy. Families are terribly busy and terribly depressed and don't have time to deal with the kids even if they want to," noted Schafer.

Joseph Parks, M.D., is deputy director for psychiatry with the Missouri Department of Mental Health. "In our view, we're still in the acute phases of the disaster," said Parks. "From the mental health viewpoint, we haven't yet seen the impact we're going to see. We expect to see more problems related to the chronicity of the stress."

Like others, he drew a comparison to Hurricane Andrew, which although terrible, was acute, not chronic.

The psychiatric services division will be doing some short-term assessment of the Department of Mental Health's response, said Parks. "Some of this initial data will give us some idea who to do follow-up on. That can target who we do outreach to six months hence, because we think the bulk of our work is still in front of us."

Besides irritability, distractibility, and insomnia, the longer term concerns include post-traumatic stress symptoms, depression, and "perhaps some phobic reactions to the weather," said Parks. There have been reports of people who start crying every time it rains, he noted.

"I think for the psychiatrists at our community mental health centers we will be wanting them to give a refresher to other staff on PTSD symptoms. Then we'll probably want them to give some guidance on particular things that might be therapeutically helpful."

Debriefing will be a very important part of the community mental health response, Parks noted.

David Gottesman, M.D., is a child psychiatrist by training and former deputy

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Flood

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commissioner in New York State's office of mental health. He started the New York Task Force on Psychological Response to Disasters after being forced to cope with major disasters there. He served formally and informally as a consultant on virtually all the major disasters in New York in the last four years, including the 1991 Happyland fire in the Bronx and this year's World Trade Center bombing in Manhattan.

He is currently medical director for the Albany County Mental Health Center in Albany, N.Y. Gottesman spent four days in Missouri this summer at Schafer's request. During his trips, he visited some of the heavily hit riverside communities.

"This is unprecedented," he commented. "It's unprecedented for a number of reasons. One is the chronicity. The other is the severity. It's been there since early April. And you're talking about water that is six miles from the river."

Gottesman is most concerned with the children. "We see worry. In many cases they've lost their possessions, they've lost their toys. What you're going to see is the same set of symptoms as with any set of normal youngsters exposed to abnormal circumstances," he said.

With school beginning, said Gottesman, some problems may emerge more starkly, particularly signs of separation anxiety. Insomnia, clinginess, and irritability are also typical of traumatized children, said Gottesman.

For the first two weeks of school, Gottesman is advising school officials to focus on helping children confront their experience. Various techniques, including art therapy and puppet shows, may be used.

It is important "not to go back to business as usual, to take time, and to use the time to reflect on what took place from the flood," said Gottesman. "You need to create an environment in school that gives permission for all the students to come to grips with their feelings about what has happened."

There is little that can be done in terms of preparation for a chronic situation, however, observed Gottesman. "I think that if this thing goes on and just wears people down... you are going to see many more dysfunctional people... The important thing for those people is that the community at large not forget them. It's possible what will come out of the chute at the other end of this is people with more discernible psychiatric diagnosis, and only because it has gone on for so long."

On August 12 President Clinton signed a \$5.7 billion flood relief bill. Although the money is welcome, officials have expressed concern that it may fall far short of what is needed.

Tina Krieger, M.S., has been attending people at flood shelters for weeks. "They really didn't need mental health [management] at first," she noted. "Who really needed it at first were the Red Cross volunteers. We're seeing more [problems among survivors] this week. Now we're seeing people saying they're having trouble sleeping, they're having trouble coping."

Sometimes it is loss of memories, rather than things, that most upset people, Krieger said. In one case, an elderly woman who lived by herself seemed quite accepting of the loss of her house and other belongings, but she was devastated by the loss of photographs and other personal mementos.

"Being elderly, she had outlived a lot of her family, and her house was full of mementos," recalled Krieger. "And when the flood came, they were gone."

As schools opened, and shelters and service centers were set up in locations near the schools and churches where the shelters were located, according to Gina Bufo, M.S.N., a colleague of Krieger's who has also been attending people at flood shelters. The service centers do not provide overnight shelter. They are more oriented toward providing people with administrative assistance in getting governmental relief, but also have physical and mental health care providers. The centers provide sites for some of the support groups now getting under way, along with workshops on dealing with stress and

according to Bufo. "We're kind of moving into that second tier now," she noted. In the second tier, they anticipate having psychiatrists more directly with people in need of more intensive therapy and medication.

The network of community mental health centers has responded well on both sides of the river, according to Krieger. The cross-river communities of Alton and Hardin, Ill., cooperated through their community mental health centers with the Red Cross and other outreach workers from the greater St. Louis area, she noted.

"All the agencies wanted to help. There was some confusion at first as to how to help us assist. Everybody had their regulations." But the community agencies cooperated, bending rules and regulations when necessary.

In Iowa the problems so far have been far less severe, according to Donald Black, M.D., public affairs representative for the Iowa Psychiatric Society. Black lives in Iowa City.

"So far, I've been amazed that we haven't seen anything," he said. "The main problem we've had is detours because of roads being flooded. But it hasn't threatened our water supply. The major flooding

has been in low-lying areas where there are very few houses."

In response to this year's historic Midwest floods, a special two-part crash training program was devised by the Mental Health Association of Greater St. Louis with help from Lawrence Kuhn, M.D., president of the Eastern Missouri Psychiatric Society. The program, titled "The Many Tiers of Disaster," is being taught in two two-hour sessions for mental health workers.

The initial sessions were held in mid-August and will be repeated as a result of strong turnout. Two psychiatrists, Carol North, M.D., an expert in the aftermath of disasters, and Richard Mattison, M.D., are providing much of the training. Mattison will handle the child component, North the adult component.

The course is practical, based on what to expect with regard to "people's problems and needs," said North. Counselors are briefed on both individual and group therapy techniques for those suffering from the aftermath of disaster.

The program is being adapted on video for broadcast later this month to rural areas hit by the flood. Kuhn has assisted in arranging financing, according to counselors familiar with the project.

The final phase will be "education of community leaders," according to North. "That will include giving seminars to teachers, nurses, police, parents—people who are likely to be in contact with distressed people. It's sort of a public education campaign but focused more on leadership positions." All of this is being done on a volunteer basis, North noted.

The mental health care providers are being admonished on the importance of providing themselves with emotional support through debriefing, said North. The initial debriefing for professionals returning from the field will be conducted by North and Mattison, she said.

Mental health professionals "have been waiting for somebody to take the lead," said North. "But I'm not hearing from people who are experiencing burnout at this point."

As is often the case with such disasters, much of the initial response was provided by the Red Cross and the

Salvation Army. The Red Cross provides a four-hour crash course in mental health and disaster training, according to Gina Bufe, M.S.N., a psychiatric nurse who has been visiting people in flood shelters.

"One of the main things they stress within Red Cross is confidentiality and immediate crisis intervention," said Bufe. "They stress that you should treat each individual as if it will be the last time you see this person, because many times it is."

Volunteers are taught how to triage people into an emergency room or refer out people for longer-term therapy using a pro bono list of local psychiatrists and other mental health workers, Bufe said.

Material assistance has been provided by pharmaceutical companies, according to Ginny Grady, M.A., a counselor who has helped coordinate outreach.

Eli Lilly, Burroughs-Wellcome, and Sandoz have been primary contributors. The aid includes meals for the training programs, drugs for hospitals and clinics, and approximately \$200,000 for the Red Cross.

As of mid-August, said Grady, the Missouri Department of Mental Health had received a \$1.7 million Federal Emergency Management Agency (FEMA) grant for mental health services. It is being channeled to community mental health centers, she said.

As mental health care providers grapple with the best techniques for helping disaster victims, they have found few long-term studies to guide them, according to North. In response to this need, North and colleague Elizabeth Smith, Ph.D., are developing plans for a longitudinal study of disaster sequelae. The study will be based on reinterviewing about 550 people who were initially interviewed one year after major Midwest flooding in 1982.

NATIONAL JOURNAL

INTERGOVERNMENTAL AFFAIRS

Conflicting Aims

FEMA's mission is to help put things back the way they were before the flood. HUD sees its role as that of making communities better than they were before. In those differing views are the seeds of real conflict.

BY ROCHELLE L. STANFIELD

ST. LOUIS—"Today is Thursday already? I can't believe it!" Sandra J. Freeman, the Housing and Urban Development (HUD) Department's flood disaster coordinator for eastern Missouri, exclaimed in exhausted response to a question about when a nearby disaster assistance center would reopen. "No wonder," she added, "people here are starting to put up signs saying 'Today is...'"

Freeman, a senior staff member at HUD's field office here, was temporarily stationed across town at the disaster field office set up by the Federal Emergency Management Agency (FEMA). That's where Freeman and representatives from more than a dozen federal, state and local agencies attempt to coordinate emergency government assistance to flood victims and begin the arduous process of long-term recovery.

"When people say the federal government doesn't work together, it really makes me mad, because here they all are, in one room, working together," she said. "And working amazingly hard. They are physically in these quarters 12-15 hours a day, and most of them don't take any time for lunch."

This is the second of two reports on the aftermath of the floods in the Midwest this summer. An article on the environmental consequences begins on p. 26.

In sharp contrast to the scathing criticism leveled a year ago at the tardy and bungled federal response to Hurricane Andrew in Florida and Louisiana, the praise now is high, loud and nearly universal for FEMA and other federal agencies in the wake of this summer's devastating floods in the Midwest.

The weeks of heavy rains in the nine-state region were a blow to homeowners, farmers and business owners who thought the government had tamed the Mississippi, Missouri and other rivers by building levees and dams.

When record-high waters overwhelmed those defenses, the region suffered massive damage. To help pick up the pieces, Congress in August passed a \$5.7 billion flood relief package; preliminary damage estimates, however, are climbing to \$16 billion or more.

"We absolutely cannot complain"

about the federal response, said Jill Friedman, director of Missouri's Washington office, who is coordinating the Washington end of flood relief for Democratic Gov. Mel Carnahan. Her comment was typical of the views of state and local officials in Iowa and Missouri, two of the hardest hit of the nine flooded states.

But despite goodwill and a determined spirit of cooperation, the federal agencies have different missions, and those differences are provoking subtle conflicts. The tension is particularly evident between HUD and FEMA over housing the flood victims and rebuilding their community facilities.

No one wants to talk about it, particularly on the record. "Don't quote me as saying anything negative against FEMA," a state official cautioned.

But in conversations about what FEMA and HUD are doing to provide emergency shelter and begin permanent repair and reconstruction, a picture emerges of two agencies with very different statutory charges, the fulfillment of which are bound to lead to clashes.

FEMA's initial job is first aid: give people shelter right now. And so it writes checks for flood victims to pay for emergency rent, and if there's no vacant housing, it brings in trailers as temporary housing.

Emergency disaster assistance is not a traditional HUD task, but Secretary Henry G. Cisneros is determined to provide it.

"We're getting our people in St. Louis and Kansas City out of the offices and into storefront operations, behind tables with FEMA at emergency response

points where people can tap into [our programs]," he said in an interview on a plane headed here for his second in a series of trips to the flooded area. "We've got to go beyond being a middle layer of bureaucracy and get down there and really make our funds help people."

HUD field staff and state and local housing officials have switched into a retail mode, as Cisneros describes it. But there is considerable confusion about how much federally subsidized housing aid HUD can actually offer on an emergency basis to flood victims. And in the department's attempt to provide some of those services, it has butted up against some of FEMA's operations. (For more on FEMA, see box, pp. 2132-33.)

WHEN THE WATER GOES DOWN

The conflict between HUD and FEMA is likely to escalate when the water subsides and the two agencies launch long-term recovery programs.

FEMA's mission is to help put things back the way they were.

"Our aid can only be used to restore facilities to preexisting conditions," said Edward J. Lecius, FEMA's congressional liaison officer in St. Louis. "If a community had a two-bay firehouse, we can't build them a three-bay firehouse." FEMA will make grants to communities for 75 per cent of the cost to repair and replace facilities. A special supplemental appropriation this year for the flood gives FEMA an additional \$2 billion, the bulk to be used for flood relief.

In Cisneros's view, HUD's role is quite different.

"We ought to take advantage of this situation to return the communities to better than they were before," he said. "The only uplifting dimension to this is to offer to people the opportunity to build their community as if from scratch. And if you're going to do that, the goal ought to be to correct some of the problems that existed before."

The funds at Cisneros's disposal to accomplish this lofty objective are far less extensive than those provided to FEMA. The special supplemental appropriation gives HUD an additional \$200 million for community development block grants (CDBGs) and \$50 million for a housing block grant program called HOME, to be distributed among the nine flood-ravaged states.

President Clinton is determined that his Administration's response to the floods will not repeat the errors and inadequacies of the federal reaction to Hurricane Andrew. As the flooding began, he established a 12-agency task force, the Catastrophic Disaster Response Group, that met every day at the height of the flood to fill in the gaps and smooth out the rough edges of differing federal policies.

HUD's representative on the group is Gene V. Morrison, an old Texas friend and special adviser to Cisneros who came to Washington to work on rural housing problems. "We sit around that table and there is, believe me, an open and honest exchange," he said. "If one person needs assistance and they haven't gotten it, you're going to hear about it around that table and somebody is going to get on the phone right at the table, and get it done."

IS FEMA NOW SIMPLY A DISASTER AGENCY...

With literally millions of acres under water in the Midwest this summer, the Federal Emergency Management Agency (FEMA) is, well, back in the swim of things. FEMA's job, after all, is coordinating the federal government's response to catastrophes—both natural and man-made—that are too severe for state and local authorities to handle unassisted. By all accounts, this summer's flooding certainly qualifies.

FEMA itself has been labeled something of a catastrophe in recent years. When Hurricane Hugo tore through Charleston, S.C., in 1989, Sen. Ernest F. Hollings, D-S.C., who was one of the more incensed critics, stated on the Senate floor that "the only disaster worse than Hugo is the FEMA crowd" and suggested abolishing the agency entirely.

The Bush Administration tacitly acknowledged the criticisms. When the Loma Prieta earthquake struck the San Francisco area less than a month later, White House chief of staff John H. Sununu—not FEMA—headed relief operations. When the dust settled, the agency found itself facing a General Accounting Office (GAO) audit, congressional hearings and demands that it do better.

In the summer of 1992, however, FEMA's debacle repeated itself in the wake of Hurricane Andrew. "FEMA really blew it," said Rep. Peter R. Deutsch, D-Fla., who was a Florida state representative when Andrew hit. "They had no contingency plan. The actual on-site evaluation of the damage was not accurate. FEMA was not prepared, and that's their job—to be prepared for these types of natural disasters."

And once again, the crisis in the field was followed by one on Capitol Hill. Sen. Barbara A. Mikulski, D-Md., who chairs the Appropriations subcommittee that oversees FEMA, said that she was "outraged" by the "pathetically sluggish and ill-planned response." She vowed to introduce legislation to reorganize FEMA and commissioned studies of the agency from both the National Academy of Public Administration and the GAO. Both reports were published earlier this year; neither was particularly encouraging.

"Currently, FEMA is like a patient in triage," the academy's report reads. "The President and Congress must decide whether to treat it or let it die." The academy concluded that the disaster

agency suffered from too many political appointees, too many disparate functions, an inadequate link to the White House and not enough long-term vision. It found that "FEMA has neither a strategy nor a planning process, nor does it currently have the capacity to create one. . . . In short, the agency remains an institution not yet built."

The GAO audit was similarly pessimistic. It found that lack of foresight left

FEMA playing a constant game of catch-up, and that other federal agencies won't act before the President declares a disaster because FEMA is not legally authorized to reimburse those agencies for such advance work. The audit also echoed the academy's view that stronger presidential leadership was needed and that intra-agency conflicts—particularly those involving FEMA's national preparedness directorate, which is responsible for wartime civil defense planning—severely hampered FEMA's effectiveness. And like the academy evaluation, the audit calls for dramatic restructuring of the agency.

The people at FEMA, however, haven't had much time to worry about critical reports. With damage caused by the swollen Mississippi and its tributaries estimated at \$16 billion or more, the "flood of the century" is shaping up to be America's costliest disaster ever.

Since June 11, when the first federal disaster declaration was made for nine Minnesota counties, the agency has sent more than 2,000 people into the field and has established regional disaster centers from North Dakota to southern Missouri. In total, 485 counties in nine midwestern states have been declared eligible for federal disaster aid.

And in general, the verdict on FEMA this time around has been positive. James Lee Witt, who headed Arkansas's Emergency Services office while Bill Clinton was governor and is the first FEMA director with disaster mitigation experience, has shown himself to be a fast-acting, hands-on manager, spending much of the summer on the front lines of the flooding. Sources in both Washington and the flooded areas report that relief checks have been quicker in coming; flood victims have been better informed about available aid; and coordination of state, local and federal efforts has been much improved.

"At this point they've operated far better than in the initial phase [of response to Hurricane Andrew]," Deutsch said. "It does seem that FEMA learned between last year and this year."

"It's not like in the past; they don't want to challenge every single thing," said Tom Welch, a regional coordinator for the South Dakota Emergency and Disaster Services Division. "There are a certain number of [bureaucratic] hurdles involved in this sort of operation, but they've made efforts to get rid of as many as possible."

Morrie Goodman, FEMA's new director of public affairs, explained that the agency has tried to streamline and accelerate its response. "We've been much more proactive in the way we respond to disaster," he said. "We can't stop the rain, but we can reduce the suffering and the loss by being there early."

FEMA teams, for example, went into many flood-threatened regions before an official disaster declaration was made, despite the lack of explicit authorization to do so. "Technically, we're authorized to do anything we want as long as the government is not charged for it," Goodman said. Predeclaration work with state agencies, therefore, was in "a strictly advisory role."

FEMA aides in the field, however, were quick to share the credit. Terry Hamlin, an aide in FEMA's Zone 8 headquarters in Scottsdale, Ariz. (which is responsible for the flooded regions of

... INSTEAD OF A DISASTER OF AN AGENCY?

North and South Dakota), said that "there's been an enormous amount of cooperation between the South Dakota Emergency and Disaster Services Division and FEMA. If they had not been as well-prepared and as well-organized as they were, there is no way that we could have gotten help to people as quickly as we have." Hamlin said his disaster application center began distributing checks three days after it opened.

The preparation has paid dividends for FEMA workers as well as for flood victims, Hamlin said. "It's a nice feeling to know that people are being helped. Sometimes you see all these [government] people running around and you wonder if anybody is getting help. But this time they really are."

The question is, can FEMA handle its own problems as well as it has dealt with those of the flood victims? Rave reviews have not slowed the reform efforts afoot in Congress, and Vice President Albert Gore Jr.'s National Performance Review team has taken a long look at the agency. So while Witt and his staff have begun gradually revamping FEMA from the inside, it appears they will have plenty of outside suggestions—and requirements—with which to contend as well.

So far, the loudest rumblings are coming from Congress. Mikulski made good in early May on her pledge to introduce reform legislation, and Deutsch has sponsored a companion bill in the House. At least two other reform bills have been introduced, both of them dealing primarily with federal disaster insurance.

Sen. John F. Kerry, D-Mass., has introduced a measure to reform the national flood insurance program, and legislation sponsored by Rep. Norman Y. Mineta, D-Calif., and Sens. Daniel K. Inouye, D-Hawaii, and Ted Stevens, R-Alaska, would fold it into an all-hazards insurance program. Each bill also includes specific mandates for FEMA, ranging from identifying erosion hazard areas to managing a reinsurance program for private insurers that are overwhelmed by disaster claims.

It is the Mikulski-Deutsch legislation, though, that targets FEMA as a whole. Based primarily on the GAO's recommendations, the proposed reforms would drastically alter FEMA's organizational structure.

The number of political appointees, for example, would be cut from 34 to 5 in an attempt to professionalize the staff and end complaints that the agency has

served as a dumping ground for former campaign workers and friends of the Administration in power. And states would get more leeway in their use of disaster preparation grants, which many state emergency managers would welcome. "You need to have flexibility in preparing your response," South Dakota's Welch said. "There's always been so much emphasis on the planning side of it, and to be frank about it, when the disaster is imminent there aren't a lot of people pulling those plans off the shelf. You have to act quickly."

Other proposed changes would designate the Vice President as the White House "disaster czar," authorize FEMA to act before a disaster is officially declared and establish a quick-response disaster evaluation team to prevent the delays that occurred after Hugo and Andrew.

"We're not indicting the people who work on disaster response by any means," a Mikulski aide familiar with the bill said, "but we've got to get people at the federal, state and local levels working together when disasters strike. We've got to make sure that they prepare and train in advance."

And perhaps most important, Mikulski's bill aims—as the Senator put it—to "bring down those fire walls between civil defense and natural disaster activities." FEMA's internal divisions, along with the classified nature of its role in ensuring the continuation of government in case of attack, are widely viewed as one of the most serious obstacles to forming a cohesive, efficient agency.

"The world is a different place now than it was five years ago," the Mikulski aide said. "If [the civil defense role] can be gotten rid of or dramatically restructured, that needs to be considered." The bill does not, however, dictate how FEMA's national security operations should be reorganized.

"The key here is what happens to the national preparedness directorate," Roger L. Sperry, the deputy project director for the academy report, said. FEMA needs to reorganize and focus on likely natural and man-made disasters, he said, and "it makes for something of a distraction if the emphasis has been on the threat of nuclear war." The academy recommended declassifying virtually all of FEMA's operations and transferring those that have to remain secret to the Defense Department.

FEMA officials say that the agency is

ready for change—indeed, that it has changed already, and that this summer's disaster response is evidence of that. And Witt has emphasized that he intends to turn FEMA into an integrated all-hazards operation that prepares for disasters based on their likelihood and projected severity.

Outsiders, however, remain unconvinced, primarily because the agency has remained vague about just how it plans to attain Witt's goal. "There's an almost universal agreement that there need to be changes in FEMA," said Jack Weber, director of the Natural Disaster Coalition, a Washington-based group concerned primarily with the infrastructure aspects of disaster management. "But we have not taken a position on the reorganization." The academy's Sperry was similarly unsure of FEMA's plans but said, "We're not hearing that the agency is ready to make that basic change."

An internal reform proposal is in the works at FEMA, but the agency is keeping mum on the subject. Goodman would say only that the plan will be out in the "very near future."

Goodman added that although Witt "wants to bring everyone into the process," FEMA could reform itself quite nicely without outside pressure. "It's probably the initiative of James Lee pushing the changes, not the threat of congressional mandates," he said.

That may be true, but FEMA is not likely to get the chance to prove it. Senate Governmental Affairs Committee chairman John Glenn, D-Ohio, a co-sponsor of the reform bill, is expected to hold hearings on the subject later this month, and few FEMA critics on Capitol Hill seem content to wait and see.

Emergency management has obviously improved under Witt, a House aide involved with the reform bill said, "but the idea is to get FEMA to keep its act together. If they're going to do things administratively, that's great, but who knows what's going to happen in the future? And ultimately, it's Congress's job to tell them what to do."

But despite the probable struggle ahead over control of reorganization efforts, FEMA may finally be assuming the role assigned to it 15 years ago. With both the agency and Congress bent on reform, FEMA may actually become known as the agency that handles disasters—and not simply as a disaster of an agency. —Troy K. Schneider

GOVERNMENT EXECUTIVE

Redemption

IN THE FLOOD

Federal agencies face the deluge
and survive swimmingly.

BY LESLIE KAUFMAN

On a brilliant blue-sky day in mid-July, during a brief interlude in the weeks of torrential rains that caused flooding throughout the Midwest, a group of federal relief workers gets a helicopter tour of the Mississippi basin courtesy of the Iowa National Guard. The flight starts in Davenport, Iowa, follows the mighty river to its intersection with the Iowa River and then heads northwest to Iowa City. The worst of the flooding in this state is over by now, but an aerial view is still breathtaking. The river, brown and shimmering, has simply swallowed everything within reach.

In Davenport, the Merit Island Country Club is entirely submerged. At the baseball stadium, the waters not only cover the diamond but reach to the first row of bleacher seats. The Mississippi laps at the Best Western that was on River Drive, back when River Drive wasn't five feet under its namesake. In Iowa City, the waters run unchecked through the streets of the high-rent district—million-dollar homes under a foot of mud. A strip of fast food restaurants has also been inundated, as have parts of the University of Iowa. And, of course, the Iowa River is still rising.

The federal employees aren't just sight-seeing. Their bird's-eye view of the damage gives them a chance to anticipate the big threats still to come. Employees from the Public Health Service take a good look at the industrial facilities whose waste could potentially wash into the river. Department of Energy personnel survey three power plants that are on the verge of being flooded. And Transportation Department staffers map the locations of roads and bridges that have been washed out.

From the start, federal employees played a major role in Great Flood of '93 relief efforts. The Coast Guard, which patrols the major inland waterways, was kept busy rescuing people from their flooded homes. The Army Corps of Engineers put its heart and soul into helping small towns fortify endangered levees. And the Federal Emergency Management Agency (FEMA), which is charged with coordinating all federal disaster assistance, set up emergency "one-stop shopping" centers, where victims of the flood could apply for grants to rebuild their homes or just find temporary housing, food and stress counseling.

As the flood slowly shapes up to be a disaster rivaling the magnitude of last year's Hurricane Andrew (by the end of July, federal officials were already predicting economic losses for the region of about \$12 billion, or about two-thirds of the property damage caused by Andrew, the largest disaster in FEMA history), it is clear that the federal work is far from over. As active as federal agencies have been in responding to high flood waters, some of the most serious work will take place after they recede—managing the likely explosion in insect population that fetid pools of water will bring, rebuilding the levee system up and down the river and continuing to process rebuilding grants, to name just a few of the tasks yet to be done.

So far, FEMA and the Army Corps of Engineers, the agencies playing the highest-profile roles in this disaster, have responded vigorously, winning high praise for their efforts. A July 26th *New York Times* editorial called FEMA's response to the flood "a model of efficiency and helpfulness." Army Corps headquarters received numerous

thank-you notes from small towns threatened by rising waters like Oquawka, Ill., which wrote to praise the agency's "courteous, calm and professional manner." Local papers like the *Iowa Hawkeye* and the *Des Moines Register* also carried favorable stories about the two agencies' activities. And perhaps most importantly, the folks whose farms and homes were actually washed away were, in interview after interview, quick to credit the government's efficacy.

The good reviews are no small matter for the two agencies, each of which faces a serious survival crisis of its own.

The Corps has been working for years now to redefine its mission. Few megadams are left to be built. While the agency's workload is only 60 percent of what it was 30 years ago, personnel levels have remained stable. The obvious underutilization of its workforce makes the Corps a prime target for congressional budget cutters.

Pilloried by the press and by local citizens after both Hurricane Hugo in 1989 and Hur-

ricane Andrew in 1992, 14-year-old FEMA is in even more serious trouble. This past spring, both the General Accounting Office and the National Academy of Public Administration issued critical evaluations of the agency's structure. At the same time, Sen. Barbara Mikulski, D-Md., introduced legislation to substantially reorganize the agency, handing many of its first-response duties off to the National Guard.

Obviously conscious of the threatened restructuring, new FEMA director James Lee Witt and his staff have run this emergency with an eye toward heading reformers off at the pass. Combating its reputation as a sluggish, bureaucratic bumbler, FEMA has moved quickly this time, has cut red tape and stayed in close communication with the White House. Already, the feeling among FEMA's field personnel is quietly triumphant, as if to say, "We told you we could do it."

Each state runs its own disaster-relief efforts, so FEMA has separate headquarters in Iowa, Missouri, Illinois and Wisconsin. To see the federal agencies in action at this critical juncture, *Government Executive* traveled to Iowa in July to watch federal operations in the state that has endured some of the worst of the flooding.

FEMA's Clutch Hit

Headquarters for the federal response effort in Iowa is an ugly two-story office building a block from the swollen banks of the Mississippi in Davenport. Before the flood, the building had been abandoned for a year. The first federal employees on the spot had to take up mops to clear away grit and spider webs. Two weeks later, the building has been transformed into a comfortable center of operations. The only real complaint against the place is its vintage 1970s wallpaper—striped brown, silver and rust—and matching carpet. Phone lines, computers, fax machines, garbage cans and a Coke machine all have been imported. The office is manned by some of the 600 FEMA workers

brought to the Midwest from the agency's other regions. Among them are members of a reservists network FEMA maintains for activation during emergencies.

President Clinton designated Iowa a disaster area on July 12. Technically, even with this presidential declaration, federal assistance is only given as a state requests help with specific tasks. Nevertheless, as it became clear that the state would need a lot of help coping, FEMA hurriedly set up shop and started an aggressive two-tiered relief campaign.

At headquarters, FEMA handles the administrative and coordinating chores. Under one roof are housed representatives of almost a dozen agencies assigned different responsibilities under a newly promulgated Federal Emergency Response Plan. The Environmental Protection Agency, the Department of Defense, the Small Business Administration and the Department of Agriculture all have employees on hand in Davenport. The state of Iowa also has detailed personnel from its own emergency management office to act as liaisons.

On the front lines, FEMA swoops into a community immediately after the devastation. Following the flood as it makes its way through the state, FEMA sets up its one-stop centers—usually for only three days in each affected area—which offer stress counseling, food, shelter, loans of up to \$500,000 from SBA, and outright crisis grants of up to \$11,900 to individuals and families from FEMA itself. Between these centers and a toll-free phone line, FEMA workers registered 7,374 Iowans for help within a week of their arrival.

Due to the fast pace of the operation, FEMA has made advertising its services a priority, setting up a satellite communications channel to tell people how to get help and plastering Spanish/English flyers at well-trafficked locations. In Des Moines, FEMA community relations coordinator Donald Putrino even placed announcements

on the doors of portable public toilets. In rural areas, FEMA has borrowed police bullhorns to broadcast its message.

Of course, the slow-building nature of the flood—as opposed to the sudden destructive force of a hurricane—gave FEMA plenty of time to prepare for disaster response, which may explain why things have gone so smoothly. Nevertheless, officials involved with this federal response say that elements within human control, not nature's, are more responsible for its success, namely: tremendous support from the White House, lots of know-how and initiative on the part of the Midwestern states, and adherence to the Federal Emergency Response Plan.

Dick Buck, chief of disaster assistance programs for the Pacific Northwest and the on-site federal coordinator in Iowa, credits the Clinton Administration with making the critical difference. The President visited the Midwest three times during the worst of the floods. Also making tours of the area were Vice President Al Gore, Agriculture Secretary Mike Espy, Commerce Secretary Ron Brown, Health and Human Services Secretary Donna Shalala, Housing Secretary Henry Cisneros, Labor Secretary Robert Reich, Transportation Secretary Federico Peña, Office of Management and Budget director Leon Panetta and EPA administrator Carol Browner. Buck, who has worked on numerous other disasters, including recent flooding in Arizona and Oregon, says, "This is the most intense presidential involvement in a disaster I've ever seen."

In previous disasters, Buck and other FEMA personnel contend, the federal agencies that FEMA coordinates were often reluctant to pitch in or to work with FEMA. Here the heads of the agencies emphasized the importance of a joint response to the flood and sent a powerful message about cooperation. In addition, Buck says FEMA director Witt, who was Arkansas' director of emergency management during

Clinton's governorship, knew people living in the affected area, knew what kind of damage the river could do, and kept in close touch by phone not only with FEMA staffers but with locals who could tell him where FEMA was missing the mark. Witt "took the kind of personalized approach that makes bureaucrats cringe, but he made sure that nothing got lost in the hinterlands," Buck says.

Another factor contributing to the smooth relations between FEMA and the agencies it coordinates has been the Federal Emergency Response Plan. Though it received a half-hearted test when Hurricane Iniki hit Hawaii soon after it was completed last year, the plan was not fully implemented for the first time until Iowa. Designed specifically to deal with natural disasters—as opposed to the nuclear Armageddon that FEMA originally was created to handle in 1979—the plan assigns each agency a clear role during a disaster. For example, the Army Corps of Engineers is responsible for ensuring potable water and the Agriculture Department for preventing fires and delivering foodstuffs. According to the plan, the agencies activate themselves as appropriate. The clear delineation of agencies' duties eliminated some of the chaos that had plagued previous disaster-assistance missions.

Finally, say FEMA workers, those clichés about Midwesterners being an independent and strong breed have turned out to be blessedly true. The Iowans have gauged well their own resources and have tried to handle as many situations on their own as they could, only calling for federal help when inundated. "My perception from Andrew," says Buck, "is that the state wasn't playing the role it should have. Here the state is playing its proper role, using state resources to solve problems where possible." Added one FEMA staffer who preferred to remain anonymous, "It's too damn hard for outsiders to help a state when it doesn't even know what it needs or wants."

The Corps Copes

The Mississippi River is visible from the window of room 1313, the emergency briefing center at Army Corps of Engineers regional headquarters in Rock Island, Ill., but the overflow crowd gathered here is intent on a television mounted in the corner of the room. The screen shows the most recent radar report from the Weather Channel, an outline of Iowa in black with a large brilliant green mass, indicating a thunderstorm, moving in its direction. This is ominous news. The 25 people packed into the room

On the far wall is a huge screen where maps and charts can be projected. A chart detailing the flood situation in the Coralville reservoir is displayed. Coralville is just north of Iowa City, and recent rains have put it at the center of the action. Iowa City is already flooding—the University of Iowa's music auditorium and several dormitories have been inundated, and there is talk of canceling all fall classes—but most worrisome is the fact that two water-treatment facilities are being threatened by rising waters. The Corps would like to hold back more water, but the reservoir is already near capacity, and with more rains on the way, there may be no real choice.

Army Corps district commander Col. Albert Kraus is peppering his team with uncomfortable hypothetical questions: "What happens if

it dumps another three inches on us? Are we prepared? Have we warned the local people that we are nearing the limits of containment?" Kraus, a middle-aged man with sandy hair and a gentle voice, makes the ultimate decision on how much water comes through the Corps dams. While this represents a significant amount of control, it is, as he is the first to point out, far from absolute.

Since 1928, when Congress passed the first Flood Control Act, the government has poured billions of dollars into building a dam-and-levée system on the Mississippi. The Army Corps, in pursuit of this mission, has built thousands of miles of federal levees and has dammed pretty much every major tributary of the mightiest river in North America. Nevertheless, the Corps defers to the power of nature: The architecture of the dams diverts flood-level water to a special chute before it reaches a level that would endanger the structure. The chute supplements the dam's floodgates, whose levels are dictated out of Corps headquarters. Of course, once the waters surpass spillway height, how much comes through is out of

the Corps' hands.

The fact that Kraus and his staff work to mitigate nature's brute force, but cannot truly control it, is sometimes lost on the locals and the media. After the flood in Des Moines, local officials immediately began questioning the Corps' decision to release so much water out of the Saylorville Dam, located above the city on the Des Moines River, even though Kraus contends that he was already holding back more water than the Corps manual prescribes. And it is routine for local citizens to call the Corps and complain about one policy or another.

The morning after the emergency meeting to discuss Coralville, it is raining again. Moreover, storms are expected throughout the next week. But Col. Kraus appears unperturbed. Considering the scale of the deluge, he argues that contrary to popular belief, the Corps fortifications have held well. He says most of the damage has occurred where levees were constructed by local communities or farmers. The federal levees, on the other hand, have to this point withstood the test. He points to a recently completed project that encircles Hannibal, Mo., the boyhood home of Mark Twain. "What you see on the news," he says, "are the few houses outside the federal levee that have been swamped. What the news didn't show was the 98 percent of the community that was high and dry."

The Corps discourages people from building in the flood plains through its 404 building-permit program. The problem, as Kraus says, is the communities that predate the permit restrictions. The Corps has done its best to protect local communities. In addition to passing out needed materials like pumps, sand and plastic, Corps engineers have put themselves at the disposal of inundated or threatened communities, offering technical advice on everything from how to tell where a levee is weakest to how to fill a sand bag correctly. In addition, Corps engineers have pitched in with shovels to do their share of the manual dirty work. Almost 2,000 personnel are permanently stationed in the Midwest.

There have been feverish battles and some truly Herculean efforts. At the Sny Island levee in New Canton, Ill., the Corps helped fortify a levee that needed four additional feet along its entire 54-mile length. Corps staffers worked night and day, but eventually they lost. Says Kraus, "when you've been fighting side-by-side with these communities and then you lose one of the levees, it is an emotional experience for our folks."

are responsible for monitoring and, to the extent possible, controlling the flow of the entire Mississippi River system stretching from St. Paul to St. Louis.

Every day here is a tense balancing act. The great quandary: How much water can the dams hold? If the Corps releases too much of the water building behind the dams, whole cities could be flooded—but if it doesn't release enough, the dams will burst.

On one wall of the cramped space hang a dozen maps of the affected territories. Data on the flood are posted and updated on white laminated boards on the side of the room: which levees are holding in Quincy, Iowa,

which have failed (the levee at Indian Graveyard is holding, but the one at Hunt Lake has been breached); how many pumps,

bags and yards of plastic have been distributed and to whom. Photocopied packets provide up-to-the-minute details on previous and expected precipitation, flood levels, water inflow and outflow, and reservoir levels for more than 100 locations along the Mississippi and a half dozen of its tributaries.

The Other Players

The television networks record well the constant threat of precipitation to this region, but even when it is not raining, it is debilitatingly hot and humid in the Plains States. Yet EPA personnel and contractors working on the river in Davenport are suited up, mostly in rubber, from the waist down. The reason: toxic chemicals. When the river flooded, it took everything that wasn't secured down with it—trash dumpsters, kerosene containers, household cleansers, a train full of coal and 55-gallon drums of pesticides all went careening down the river. While the water remains high, EPA motorboats patrol for loose material and haul whatever looks suspect to shore.

EPA also must anticipate threats to the environment before they occur. At headquarters, staffers have made lists of high-risk properties and businesses (furniture manufacturers, for example, usually have large amounts of dangerous chemicals on the premises) and call to find out whether toxins were adequately stored before the flood. If not, as with a Gulf service station whose gasoline storage tanks are now completely under water, EPA stays in contact to monitor the situation and give guidance if things go wrong.

Many other agencies offer assistance in their areas of expertise:

- Unlike hurricanes, floods cause very few injuries. Nevertheless, staffers from the Public Health Service have plenty to keep them busy. As the river recedes, water stays trapped in depressions, sometimes five-feet deep, that run for miles along highways and railroad tracks. With no outlet, the water molds, rancid with the smell of rotting vegetation and acting as a breeding ground for a huge variety of insects, including encephalitis-carrying mosquitoes. Members of the Public Health Service are monitoring the growth of these populations and testing them for disease.

In addition, public health staffers are testing potable water supplies, including private wells, for contamination from the river and are assisting the state in its surveys of soil and air for other contaminants. Federal workers also are advising the state on where mental health counseling will be necessary (mostly in Des Moines, where the disruption to daily routine was greatest).

- The busiest section of the federal headquarters operation at Davenport is in SBA

territory. Personnel have orders to give a thumbs-up or -down on each loan request within seven days of receiving it. SBA gave out about 15,000 applications for small business loans during its first two weeks of operations, so it's no wonder the place is a madhouse.

The people of Iowa are probably lucky that the dynamic Linda Stowe is SBA's disaster branch manager for their state. No stranger to this kind of pace, Stowe handled operations for SBA in Louisiana after Hurricane Andrew and in Los Angeles after the riots that followed the Rodney King verdict. She explains that not only did a lot of businesses suffer flood damage, but countless more were affected when water was shut off to all of Des Moines.

- A national rail system disrupted, highways flooded over and bridges key to commerce out of commission were all part of the transportation nightmare that DOT was left to sort out after the flood passed through Iowa. The agency is responsible for keeping track of what roads and what rail lines are opened, closed or endangered. Rerouting, though, is mostly handled by the American Railroad Association or the states.

Of course, the Coast Guard, which is part of DOT, has been busy rescuing people, pets and livestock trapped by rapidly advancing flood waters.

Taking Stock

Federal agencies expect to have additional personnel detailed in the Midwest as late as December of this year. The final cost to the federal government for the cleanup is still unknown. However, during the first week of August, Congress passed a \$6.2 billion Flood Aid Bill, which gave more than \$2 billion to FEMA, \$300 million to the SBA, \$235 million to the Army Corps of Engineers and \$175 million to the Federal Highway Administration for emergency operations. Most of the rest of the money in the package is to be distributed to farmers through crop insurance programs.

FEMA's proud performance appears unlikely to stave off some kind of congressional reorganization effort. Sen. Mikulski visited Missouri with the President in July and said of FEMA's efforts there, "so far, so good." But when asked by reporters if the agency's successful response would lead her to withdraw her reorganization bill, the Senator said no. Instead, she says it "proves the point that FEMA can work well. We now have to institutionalize those reforms for the future." Mikulski is particularly keen to cement a communications link between the agency and White House, possibly by making the Vice President responsible for managing the response to natural disasters. Hearings on her legislation are expected to start this month in the Senate.

Late last year, the Corps proposed its own reorganization/downsizing plan, which called for eliminating nearly 3,000 jobs. Implementation of the plan was delayed due to the change of administration. In all likelihood, the flood will enable the Corps to postpone the painful cuts at least to the end of the year, but eventually the agency will have to face the music. As all the federal agencies working on disaster relief, not to mention thousands of Midwesterners, have learned well in recent months, some tides are too big to be turned back. □

THE TELEGRAPH

The TELEGRAPH

ALTON, ILLINOIS

SEPTEMBER 9, 1993

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Meeting leaves flood victims seeing red

By SUE HURLEY
For The Telegraph

GRAFTON — Voices were raised at Grafton's First Baptist Church, and they weren't "in praise."

"I had to get up and leave before my temper got the best of me," flood victim Ed Amburg said. "Nobody has any answers."

State and federal flood officials met Wednesday night with

Grafton business owners and residents at what was billed as opportunity for flood victims to get answers about federal aid programs.

The outcome, however, didn't meet the expectations.

The standing-room-only crowd of about 200 was initially patient.

Molly O'Toole, an engineer with the Illinois Department of Transportation's Division of Water Resources, took the microphone.

Federal Emergency Management Agency representatives sat to the side, requesting that questions be directed to O'Toole. They asked to meet with residents after the meeting.

O'Toole, who warned the crowd the meeting would not provide all the answers, calmly outlined details of what property owners should do to protect

against future flooding, explained the variety of aid packages and stressed the need for a local plan.

Commenting on federal and state cost-sharing in FEMA's grant plan for uninsured flood victims, O'Toole said she hoped the money would be made available. "I am saying that there is money, but we have to go get it, and that will be a challenge."

A number of residents

groaned then began firing questions. Many wanted to know when they could begin repairs.

"I've been playing by the rules all along," said one angry resident. "I have flood insurance, and I'm tired of this 'we'll have a meeting' stuff. Everyone here is tired of this. When will this be over? I want to know when I can begin work on my property."

Oliver Ready asked a question that many fellow business owners wanted answered.

"I want to put my fish sandwich shop back together, but I don't want to be 10 or 12 feet in the air. There's no way on God's green earth I can do that. I don't need help from anyone, if they would just let me go back. What can you do for me?"

"I can't answer that," O'Toole responded.

Brown & Co. Restaurant and Lounge owner Linda Brown also wanted to know what she needed to do to get back to work.

"Can I go in and reopen?" she asked. "I could go in, clean up, make it safe and open the bar for less than \$1,000. My point is that we are losing money every day."

O'Toole referred many questions to Grafton zoning commissioner Richard Mosby, the U.S.

Army Corps of Engineers and FEMA.

Frustrated with O'Toole's responses, the Rev. Ray Long, pastor of Grafton's First United Methodist Church, asked FEMA representatives to take the microphone, despite O'Toole's request that another meeting be called for that purpose.

"We were told that tonight was the night for that," Long said. "We don't have anywhere to go, so we can stay and talk."

The crowd applauded.

FEMA representative Bland Franklin then took the microphone and answered a number of questions.

Even then, Roger Roeniz couldn't get an answer.

"I am asking for advice as a businessman," said Roeniz, owner of Bill's Market and Hardware. "I want to reopen, but I can't make a living out of bor-

rowing money from the federal government. Congress can, but I can't. What would you do if you were a businessman and you wanted to relocate? And how long would you wait? These are my friends and customers here, and they deserve an answer from me."

Added Ready: "If you don't let these businesses come back in this town, there won't be a town."

Despite the number of residents who angrily walked out, many like Brown stayed for the entire 90-minute session. She said prompt answers are needed.

"We are sure that we are more than 50 percent damaged, but that doesn't matter now," Brown said. "This is prime (tourist) time. I could be making money. I need to be open now."

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THE DAILY BUSINESS REVIEW

Days of fast turnover and quick profits near an end

BY CAROLYN GUNISS
REVIEW STAFF

THE prospect of buying rubble-strewn lots dirt cheap and reselling them for big profits touched off a gold rush of speculation after Hurricane Andrew.

Barely had the storm subsided than out-of-town prospectors turned up by the hundreds to scour South Dade streets and real estate offices, looking for odd lots and damaged houses to buy.

"They swept down here like a swarm, with bundles of cash to buy up property," says Rick Swentek, district sales manager for the Homestead office of Keyes Co. "It was crazy. It was like Wall Street. I have never seen that many people line up in our office watching the bulletin board to see new listings. It was like the boom days during the '20s that you had heard about."

Local investors followed the out-of-towners. And where bankers feared to tread, mortgage brokers stepped in to solicit investors of their own, to feed the buying frenzy with high-interest financing. The sales activity, which for months topped 30 closings a day, set prices climbing as speculators flipped properties two, three and even four times.

But while this cottage industry has turned quick profits for many, sustained profitability has failed to materialize. In fact, the gold rush is slowing. The sales pace is down to fewer than five houses a day, public records show.

Many of the good buys are gone. Prices have risen to the point where quick resales are tough to orchestrate. And increasingly, investors are having to occupy themselves with the harder task of finding end-users — people who will buy the lots to rebuild in devastated neighborhoods.

The "flippers" and private lenders still are busy in South Dade, but as prices rise, margins are narrowing and the nature of their game is swiftly re-orienting from quick hits to long-term plays.

Hurricane Andrew demolished 28,000 homes and left 45,000 uninhabitable. To date, 4,000 to 5,000 properties have sold at prices that reflect only the value of the land.

Sales activity was strongest immediately after the storm, according to public records. During October, November and December 1992, a total of 2,970 homes were sold — an average of 32 a day.

For some, the profits have been handsome. "Sometimes I buy a house for \$20,000 and sell it the next day for \$25,000 to another investor," said "Shari," an investor who asked that her full name not be used.

Shari said she has bought and sold 25 homes, ranging in price from \$15,000 to \$70,000. Total winnings: \$100,000.

Also common on the scene in South Dade are investor-builders, such as Richard Sage. In the months after the hurricane, Sage decided to get a piece of the action after hearing that damaged two-bedroom houses were selling for as little as \$3,000.

By the time he was ready to enter the market in March, prices had risen to \$10,000. But he wasn't discouraged. After all, some South Dade properties had been worth \$50,000 to \$400,000 before the storm.

Sage bought 10 townhouses in a complex called Sea Pines, whose residents included many retirees, residents and workers from nearby Homestead Air Force Base. After rebuilding began, he bought nine more of the townhouses, some next to each other.

For \$5,000 to \$10,000 each, he bought townhouses that had been selling for about \$45,000 to \$50,000 before the storm. So far, he has repaired and resold two.

The lubricant in the machinery of buying, selling or rebuilding is financing. The catch is that traditional lenders want little to do with financing properties when the collateral is a damaged house on a lot surrounded by other damaged houses or rubble.

"The construction loan we offer is only for primary residences, no investments," adds Edward Munley, president of Combank Mortgage Co., an arm of Community Bank in Home-

stead.

Sensing opportunity, entrepreneurial mortgage brokers and investors have stepped in to fill the lending gap and to take risks with nonconforming borrowers.

Carmen Lopez and Segundo Vega and their three children, for example, live in a Federal Emergency Management Administration trailer in South Dade. In a few months, though, they will move into a three-bedroom, two bathroom house on 164th Avenue in South Dade. The move will be possible thanks to a \$24,000 mortgage she's getting from a private investor who advertised in a shopper publication that came in her mail.

The owner of storm-damaged house wanted out of South Dade and Lopez arranged to buy it for \$34,000. Part of that amount came from the new 10-year mortgage, and the rest from FEMA. To repair the house, she then answered another ad and received a \$13,000 construction loan from Bader's Financial Center Inc., a Coconut Grove mortgage company.

The loans did not come cheaply. A \$24,000 loan, to be paid off at \$527 a month, will cost her an estimated 14 to 20 percent interest. The five-year loan from Bader comes with a whopping 16 percent interest and a \$170 per month payment. But she says she didn't have much choice.

"We couldn't have bought a house any other way," Lopez says. "My boyfriend and I have bad credit so no bank would lend us money. Now we have a chance to own our own home. It's so hot in the trailer. Listen to my children scream. Omer [Omer Bader, president of Bader's Financial Center] said in one year he will refinance our loans and we will get a 9 percent interest rate," Lopez says.

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In addition to providing loans to buyers like Lopez, Omer Bader solicits investors to finance builder-investors like Sage and lot-flippers like Shari. Sage, like Lopez, also is paying a high price for the help: 10 points and 14 percent interest.

A lending institution can't provide a mortgage for property without collateral that has true value, Bader says. And a house missing its roof and all its windows has a reduced value, even if after renovations the property can be worth even more than it was before the hurricane.

Business was slow before Hurricane Andrew, but not anymore, Bader says. He found his niche two weeks after the storm, when someone asked him to seek a mortgage to buy a damaged home. He closed on the loan 10 days later.

"After the storm, some people just collected their insurance checks, paid off their mortgages, sold what was left of their homes for whatever they could get and left," said Bader, who now holds frequent seminars on real estate investment. "How to Profit From Storm-Damaged Homes," the latest one was entitled.

Brokers like Bader place advertisements in local newspapers seeking investors to become partners in loans for storm-damaged properties. Investors front the cash, brokers make a fee and the cash-starved builders and flippers get funds for projects.

Frank Gramling, a Fort Lauderdale lawyer, is one of Bader's investors. Through the mortgage broker, Gramling lent \$20,000 to a 21-year-old to buy a storm-damaged home. The sale price was \$20,000 for a house that had been valued at nearly \$80,000.

If all goes well, in a year Gramling will have earned 14 percent on the first mortgage.

"I thought it was a neat idea providing a loan for a 21-year-old who wanted to own his own home," said Gramling. "Although Hurricane Andrew was tragic, 18 months after the storm this young man will own his home. The rebuilding is going slow because he is doing it himself."

Shari, who makes her money through quick resales, says the best flips are done with cash, but some require financing. But she says she never worries about high interest rates and points.

"If you pay \$1,000 in closing costs to buy a house, then sell it in a few days for \$5,000 more than you bought it for, that's a few thousand dollars [profit]. No CD [certificate of deposit] can do that for you," she says.

Indications are, however, that the days of the quick buck are over for lot sellers, investors, brokers and rebuilders.

According to county records, the number of sales of these lots has been dropping. In January 949 sales closed, an average of 31 a day. There were 707 sales in February, 706 in March and 651 in April.

As prices rose steadily, May sales tapered to 320, June to 273 and July to 154 — fewer than five a day. August figures weren't available but are expected to be lower than July.

Storm-damaged homes buy and sell now sell for \$20,000 to \$30,000 on the low end and 70 percent to 80 percent of pre-hurricane value on the high end. Rebuilt property sells for the original price or more today, Bader says.

With the market for damaged homes on the decline, some investors who bought to rebuild and sell will find that returns on their investments, if any, will be slow to materialize, says Chuck Lennon, executive director of the Builders Association of South Florida.

"You don't see any of the high rollers getting involved in storm-damaged property," said Lennon. "I could think of a lot more things that could make money than buying damaged homes."

Unloading rebuilt homes will prove challenging. "Unless an investor bought about 20 contiguous lots and rebuilt them all, I foresee a problem with sales," he said.

The market is evolving, said Dudley Harris, an agent at Century 21 Homes USA in Homestead. "Right after the hurricane, there was a frenzy of buying. But the damaged part of the market dried up in six months."

Most of these homes are coming back on the market as finished houses, and in Harris' view, the market may

for them may be better than Lennon thinks. Said Harris: "There has been no shortage of buyers for storm-damaged houses."

Sage, for one, isn't worried that he will get stuck with the properties. He's developing the units to sell, but if they

don't sell, he says he will rent them, although he would only make \$150 per unit per month after expenses.

In hopes of luring buyers, he is rebuilding some units to meet specifications of the low-interest Federal Housing Administration or Veterans Administration loan programs.

"We are pioneers in this subdivision," Sage said. "The risk to rebuild here was great because the houses are attached to each other," he said. "If the house next door isn't fixed up, it's pretty hard to sell the one rebuilt."

For people who focused on resales, though, good deals are increasingly hard to scope out.

"I remember, just after the hurricane, billboards went up all over Homestead that read: 'I will pay cash for your house any condition,'" said

Shari. Today some "flippers" need administrative staff to drive through neighborhoods to look at potential buys, find owners and make offers, she says. Even then, deals aren't developing that often anymore, she said. That's because people like Sage are buying storm-damaged properties and rebuilding rather than flipping them.

There is a chance for a second wave of business for the flippers, said Lennon of the Builders Association. A year after the hurricane, many South Dade residents who were waiting for the dust to clear, to see what was rebuilt and in what configuration the air force base would reopen, may now be willing to relinquish damaged homes they'd been holding.

For any players considering jumping in at this late date, however, mortgage broker Bader has these words of caution: "It's all about buying low and selling high" — and quickly. "An investor must build, refinance and sell within the year to make a good return on investment."

AFTERBURNER

CLINTON LIBRARY PHOTOCOPY

**Prepare ahead
for disasters,
emergencies**

When disaster strikes, it's too late to think about preparedness and what you're going to do.

It's best to take a few minutes before something happens and have everything ready, said Federal Emergency Management Agency officials. "Your family will cope best by preparing for disaster before it strikes. Once disaster hits, you won't have time to shop or search for supplies," one said.

Hurricanes, tornadoes, earthquakes, flash floods, fire, winter storms and hazardous material spills can cause disasters that people should prepare for, agency officials advised.

Find out what types of disaster may happen in your community and what you should do to prepare for each, said agency officials. For example, the Pacific coast has earthquakes and fires, whereas the Central states face winter storms, tornadoes and floods.

Agency tips include having several days' supplies on hand for each family member, setting up an emergency meeting place for the family in case of separation, arranging an escape route and knowing where utility mains are in case they must be turned off.

Other recommendations: Practice and update your emergency plan; keep a smaller version of the supplies kit in your car's trunk; and plan with your neighbors on what may need to be done before or after the disaster strikes, like caring for elderly people, children alone and others with special needs.

There are six basics you should stock in your home in case of an emergency, said agency officials. These are a first aid kit, water, food, clothing and bedding, tools and emergency supplies, and special items. Family documents, extra eye glasses, prescription medicines and things to do, such as books and games, are some special items that you should store and have ready at any time.

The Federal Emergency Management Agency and the American Red Cross publish free pamphlets to help plan for a disaster. These include: *Your Family Disaster Supplies Kit*; *Emergency Preparedness Checklist*; *Emergency Food and Water Supplies*; *Are You Ready?* and *Your Family Disaster Plan*.

For copies, check with the local chapter of the American Red Cross or send a postcard with your name, address and the pamphlets' titles to: FEMA, Dept. P, PO Box 70274, Washington, DC 20024.