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THE WHITE HOUSE

WASHINGTON

March 14, 1986

MEMORANDUM FOR RICHARD DAVIS
ASSOCIATE DIRECTOR
CABINET AFFAIRS

FROM: JOHN G. ROBERTS 
ASSOCIATE COUNSEL TO THE PRESIDENT

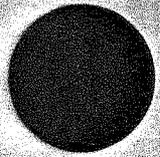
SUBJECT: Disaster Declaration for Montana

Our office was asked to review a request from Governor Ted Schwinden of Montana for Presidential declaration of a "major disaster," within the meaning of the Disaster Relief Act of 1974, Pub. L. 93-288.

Based on a review of the request and the related materials forwarded by the Federal Emergency Management Agency, the Governor's request appears to comply with the statutory requirements for a disaster declaration. We also have no legal objection to the implementation materials prepared by FEMA in connection with this request.

cc: David L. Chew

WHITE HOUSE CORRESPONDENCE TRACKING WORKSHEET



O - OUTGOING

H - INTERNAL

I - INCOMING

Date Correspondence Received (YY/MM/DD) 1 / 1 /

Name of Correspondent: Richard Davis

MI Mail Report

User Codes: (A) _____ (B) _____ (C) _____

Subject: Major Disaster Declaration - State of Montana

ROUTE TO:

ACTION

DISPOSITION

Office/Agency (Staff Name)	Action Code	Tracking Date YY/MM/DD	Type of Response Code	Completion Date YY/MM/DD
<u>cuhol</u>	<u>ORIGINATOR</u>	<u>86103114</u>		<u>1 / 1</u>
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ACTION CODES:

- A - Appropriate Action
- C - Comment/Recommendation
- D - Draft Response
- F - Furnish Fact Sheet to be used as Enclosure
- I - Info Copy Only/No Action Necessary
- R - Direct Reply w/Copy
- S - For Signature
- X - Interim Reply

DISPOSITION CODES:

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- B - Non-Special Referral
- C - Completed
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FOR OUTGOING CORRESPONDENCE:

- Type of Response = Initials of Signer
- Code = "A"
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Comments: Prepare memorandum to Richard Davis with copy to David Chew

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THE WHITE HOUSE

WASHINGTON

March 14, 1986

MEMORANDUM FOR FRED FIELDING

FROM: RICHARD DAVIS 
CABINET AFFAIRS

SUBJECT: Request for a Major
Disaster Declaration --
Montana

The attached is a request for a Major Disaster Declaration for the State of Montana which is recommended for approval by FEMA. Please provide me with your recommendation as soon as possible.

Thank you very much.

cc: David Chew

INFORMATION COPY

DISASTER PRIORITY

SUBJECT

REQUEST FOR A MAJOR-DISASTER DECLARATION
MONTANA

FEDERAL EMERGENCY MANAGEMENT AGENCY

DATE

MAR 14 1986



Federal Emergency Management Agency

Washington, D.C. 20472

MEMORANDUM TO THE PRESIDENT

MONTANA

A combination of extreme and unusual weather conditions produced extensive damage in six Montana counties in late February. Severe winter storms built up the snow cover and then a rapid temperature rise produced widespread sheet flooding from the snowmelt. Governor Ted Schwinden has requested a major-disaster declaration for Deer Lodge, Glacier, Pondera, Sanders, Teton, and Toole Counties. A joint FEMA-State damage assessment has been made in the requested areas.

INDIVIDUAL ASSISTANCE

The Governor's request does not indicate a need for any Individual Assistance programs under Public Law 93-288.

The damage assessment disclosed minor damage to a few homes. There is no known requirement for PL 93-288 Individual Assistance programs.

PUBLIC ASSISTANCE

Both FEMA and the State are in agreement with the potentially eligible costs, listed at \$1,580,432. Based on 75-25 cost sharing, the Federal portion would be \$1,185,324.

The largest amount, \$1,547,796, relates to road damage. This includes the loss of or extensive damage to bridges, culverts, road surfaces, and embankments. These damages have created a threat to public health and safety, since emergency vehicles cannot respond properly because of road closures and long detours.

Other costs relate to debris clearance and to limited damage to water control facilities and public utilities.

Damage to the Federal-aid system of roads is estimated at \$531,792. This damage is not eligible under PL 93-288, since it can be addressed by the Federal Highway Administration under its own authorities. The State is planning to request this assistance.

DISCUSSION

The Governor's request complies with the law. The Governor has taken all necessary measures and has certified to a proper commitment on the part of the State.

As indicated in the Governor's request the frozen ground prevented wide damage to croplands. However there will be serious effects on agriculture caused by limited access unless the damage to bridges, roads, and culverts is quickly addressed.

The Governor has also expressed serious intent to improve and update State hazard mitigation plans with particular attention to identifying methods of limiting future ice damage which was a major factor in this case.

There is a possibility that the Governor may submit a subsequent request to include additional counties under the declaration, since not all potentially damaged areas were completely surveyed at the time of the original request.

The State has also exercised foresight by authorizing expenditure of reasonable funds for disaster response activities including the State share of Federal assistance under PL 93-288.

CONCLUSIONS

- o The situation is of such severity and magnitude that effective response is beyond the capabilities of the State and local governments.
- o The situation warrants a major-disaster declaration.
- o In the event of a declaration, I intend to designate Deer Lodge, Glacier, Pondera, Sanders, Teton, and Toole Counties eligible for Public Assistance only.

RECOMMENDATION

That the Governor's request be granted.

SIGNED

Director
Federal Emergency Management Agency

Date:

MAR 14 1986

Attachments
Declaration Letter
Telegram to the Governor
Notice to the Press
Congressional Representation
State Map
Governor's Request

THE WHITE HOUSE

WASHINGTON

Dear Mr. Becton:

I have determined that the damage in certain areas of the State of Montana resulting from severe storms, ice jams, and flooding, beginning on or about February 24, 1986, is of sufficient severity and magnitude to warrant a major-disaster declaration under Public Law 93-288. I therefore declare that such a major disaster exists in the State of Montana.

In order to provide Federal assistance, you are hereby authorized to allocate, from funds available for these purposes, such amounts as you find necessary for Federal disaster assistance and administrative expenses. Consistent with the requirement that Federal assistance be supplemental, any Federal funds provided under PL 93-288 for Public Assistance will be limited to 75 percent of total eligible costs in the designated area.

Sincerely,

The Honorable Julius W. Becton, Jr.
Director
Federal Emergency Management Agency
Washington, D.C. 20472

THE WHITE HOUSE

The Honorable Ted Schwinden
Governor of Montana
State Capitol
Helena, Montana 59620

As you requested, I have declared a major disaster for the State of Montana because of damage due to severe storms, ice jams, and flooding, beginning on or about February 24, 1986. I have authorized Federal relief and recovery assistance in the affected area.

Consistent with the requirement that Federal assistance be supplemental, any Federal funds provided under Public Law 93-288 for Public Assistance will be limited to 75 percent of total eligible costs in the designated area.

The Federal Emergency Management Agency (FEMA) will coordinate Federal assistance efforts and designate specific areas of the State eligible for such assistance. Mr. David P. Grier IV will be appointed as the Federal Coordinating Officer. He will consult with you and assist in the execution of the FEMA-State Disaster Assistance Agreement governing the expenditure of Federal funds and the related commitment on the part of State and local governments.

Sincerely,

Ronald Reagan

March , 1986

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

NOTICE TO THE PRESS

President Reagan today directed that Federal assistance be provided in Montana where severe storms and flooding caused extensive damage to public facilities in February.

The counties designated as being eligible to apply for federal supplemental aid are Deer Lodge, Glacier, Pondera, Sanders, Teton, and Toole.

The Federal Emergency Management Agency (FEMA), which was directed to coordinate federal assistance, will pay 75 percent of the cost of repairing public property such as roads and bridges from the President's Disaster Relief Fund. The remaining 25 percent will be funded by state and local governments.

FEMA reported to the President that Red Cross and other volunteer agencies had met the needs of people affected by the flooding, and that the Army Corps of Engineers had provided emergency assistance in fighting the floods. In addition, the Federal Highway Administration is assessing damage to federal highways.

David P. Grier IV of FEMA's regional office in Denver was named to coordinate recovery operations in Montana.

FOR FURTHER INFORMATION CONTACT: FEMA (202) 646-4600.

MONTANA REPRESENTATION

The Governor of Montana is:

Ted Schwinden (D)

Montana Senators are:

John Melcher (D)

Max S. Baucus (D)

Representing the Affected Area:

Pat Williams (D)

Ron Marlenee (R)

1st District

2nd District

For further information, contact FEMA at (202) 646-4500.

CLEARTYPE COUNTY OUTLINE MONTANA

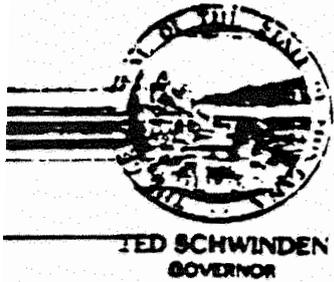
Scale of Miles
0 20 40 60 80

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COUNTIES (56 Counties)			
Name of County	Population on Map	Location	
BEAVERHEAD	8,187	I-4	
BIG HORN	10,057	I-13	
BLAINE	6,727	B-10	
BROADWATER	2,526	G-7	
CARBON	7,080	J-11	
CARTER	1,958	H-17	
CASCADE	81,804	E-7	
CHOUTEAU	8,473	D-8	
CUSTER	12,174	F-18	
DAKOTA	3,063	B-16	
DAWSON	11,268	E-18	
DEER LODGE	15,852	H-8	
FALLON	4,050	O-17	
FERGUS	12,811	E-10	
FLATHEAD	38,480	B-3	
GALLATIN	32,505	H-8	
GARFIELD	1,798	E-13	
GLACIER	10,785	B-4	
GOLDEN VALLEY	831	G-11	
GRANITE	2,737	G-4	
HILL	17,358	B-9	
JEFFERSON	5,226	H-4	
JUDITH BASIN	2,887	F-8	
LAKE	14,445	D-3	
LEWIS AND CLARK	33,281	E-5	
LIBERTY	2,359	B-8	
LINCOLN	18,083	A-1	
MADISON	5,014	I-8	
MCCONE	2,879	D-18	
MEAGHER	2,122	F-7	
MINERAL	2,868	E-2	
MISSOULA	86,283	F-3	
MUSSELSHELL	3,734	G-11	
PARK	11,187	H-8	
PETROLEUM	875	F-12	
PHILLIPS	5,386	B-12	
PONDERA	8,811	C-5	
POWDER RIVER	2,882	I-15	
POWELL	8,880	G-8	
PRAIRIE	1,752	F-18	
RAVALLI	14,408	G-3	
RICHLAND	8,837	D-17	
ROOSEVELT	10,368	C-18	
ROSEBUD	6,032	G-13	
SANDERS	7,093	D-2	
SHERIDAN	6,779	B-17	
SILVER BOW	4,181	H-8	
STILLWATER	4,832	I-10	
SWEET GRASS	2,980	H-8	
TETON	8,118	D-8	
TOOLE	8,838	B-7	
TREASURE	1,088	G-13	
VALLEY	11,471	B-14	
WHEATLAND	2,528	G-8	
WIBAUX	1,488	F-18	
YELLOWSTONE	87,387	H-11	
Yellowstone National Park	84	K-8	
TOTAL	684,488		





State of Montana
Office of the Governor
Helena 59620

March 12, 1986

The Honorable Ronald Reagan
The President
The White House
Washington, D.C. 20500

THROUGH: Mr. Alton D. Cook
Regional Director
FEMA Region VIII
Denver, Colorado 80225

Dear Mr. President:

Under the provisions of Section 301 (b), Public Law 93-288, as implemented by 44 CFR 205.33, I request that you declare a major disaster for Deer Lodge, Glacier, Pondera, Sanders, Teton and Toole Counties in Montana, as a result of severe storms, including high winds, ice jams and flooding.

Meteorological events, which caused this disaster, started last August and September when numerous periods of heavy rainfall saturated the ground in the flood affected areas. This was followed by record low temperatures during November which caused the ground to freeze. Then, starting on February 14, a severe winter storm deposited three to four feet of snow in many areas with temperatures dropping as low as -35 degrees.

On February 23 and 24, a rapid rise in temperatures occurred which resulted in a very fast snow melt over many areas of the State. Maximum temperatures of 30's and 40's on February 23, rose into the 50's and 60's on February 24. Additionally, minimum temperatures on the 24th remained quite high. Significant flooding caused by high temperatures and chinook winds started to occur on February 24.

The Honorable Ronald Reagan
The President
March 12, 1986
Page Two

Since the ground was frozen and the streams were full of ice due to extremely low temperatures experienced last fall, overland flooding started to occur. This flooding proved to be most destructive because it occurred as sheet flows over frozen ground. Flood waters carrying large pieces of ice then caused major damage to roads, highways, bridges and culverts. Flood waters caused the ice to jam at culverts and bridges causing them to fail.

This flood event which started on or about February 24, is still continuing; particularly to public facilities and communities located near the mouth of the Milk River. High water still exists in most disaster impacted areas.

The amount and severity of disaster-related damages and emergency protective measures costs are broken down by type and preliminary estimates follow:

Private Residential	Minimal Impact
Business	Minimal Impact
Agricultural	Minimal Now, Significant Later
Public (State or Local Government)	\$2,028,998.00

TOTAL..... \$2,028,998.00

As the result of the disaster, I directed the execution of the State Emergency Plan on February 24, 1986. I have also directed all appropriate actions under state law.

I have determined that this incident is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that supplementary Federal assistance is necessary. Preliminary estimates of the nature and extent of Federal assistance needed under P.L. 93-288, as amended, are tabulated in Enclosure A. Estimated requirements for Federal assistance from certain Federal agencies under other statutory authorities are tabulated in Enclosure B.

The Honorable Ronald Reagan
The President
March 12, 1986
Page Three

The figures identified on Enclosure B reflect damages to Federal Aid Highway Systems, and for the most part, is the affected counties responsibility to repair. Therefore, I will be requesting that the Federal Highway Administration trigger its Title 23, Federal-Aid Highway Emergency Relief (ER) Program.

The following information is furnished on the extent and nature of State resources which have been or will be used to alleviate the conditions of this disaster:

- (1) The following State agencies have been directly involved in response activities:
 - (a) Governor's Office
 - (b) Disaster and Emergency Services
 - (c) Department of Highways
 - (d) Department of Natural Resources and Conservation
 - (e) Department of Health and Environmental Sciences
 - (f) Montana Highway Patrol
 - (g) Army National Guard

I am aware of the requirement for the State to prepare a Hazard Mitigation Plan for the affected area, if this major disaster request is granted. Please be assured that the State of Montana is very intent on developing a Hazard Mitigation Plan for the affected area. This Plan will identify mitigation efforts that can alleviate future damages as a result of the above described event.

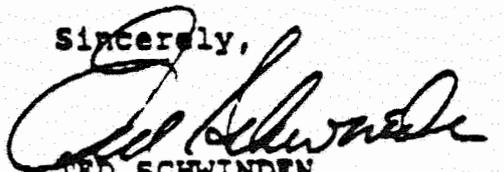
Pursuant to Federal Emergency Management Agency regulations, I certify that the total expenditures and obligations for this major disaster for which no Federal reimbursement will be requested are expected to exceed \$445,108 in accordance with the table in Enclosure C.

I have designated George M. DeWolf as the State Coordinating Officer for this request. He will work with the Federal Emergency Management Agency in damage assessments and may provide further information or justification on my behalf.

The Honorable Ronald Reagan
The President
March 12, 1986
Page Four

Numerous other counties throughout the state are experiencing minor flooding problems at this time. If significant flooding occurs in these counties in the near future, I will then be requesting that they be designated eligible for Federal Disaster Assistance as well.

Sincerely,



TED SCHWINDEN
Governor

Enclosures

COUNTY	Debris Clearance A	Protective Measures B	Road Systems C	Water Control Facilities D	Public Bldgs. E	Public Utilities F	Parks/ Other G	TOTAL
DEER LODGE			30,587					30,587
GLACIER (1)	2,082	3,812	41,502			5,474	500	53,370
PONDERA (2) (3)			850,380	13,904				864,284
SANDERS			118,939					118,939
TETON			465,192					465,192
TOOLE		6,864	41,196					48,060
TOTALS.....	2,082	10,676	1,547,796	13,904		5,474	500	1,580,432

(1) Includes Town of Browning (\$13,496).

(2) Includes Pondera County Canal and Reservoir Company (\$13,904) This Irrigation District has been an eligible applicant in previous major disaster declarations.

(3) Includes Montana Department of Highways Off-System damage (\$70,110).

ENCLOSURE "A"

ESTIMATED REQUIREMENTS FOR OTHER FEDERAL AGENCY PROGRAMS

COUNTY	SBA Home Loans	SBA Business Loans	FMHA Loans	ASCS	SCS	FHWA	DOE School Grants	COE	OTHER
BEER LODGE	*	*	*	*	*	- 0 -	- 0 -	- 0 -	
GLACIER	*	*	*	*	*	104,160	- 0 -	- 0 -	
CONDORA	*	*	*	*	*	20,000	- 0 -	- 0 -	
ANDERS	*	*	*	*	*	282,409	- 0 -	- 0 -	
ETON	*	*	*	*	*	40,533	- 0 -	- 0 -	
DOOLE	*	*	*	*	*	1,464	- 0 -	- 0 -	
TOTALS.....						\$448,566			

UNKNOWN

NOTE: The Bureau of Indian Affairs estimates that it will cost \$83,226.41 to restore disaster damaged roads, bridges and culverts located on the Blackfeet Indian Reservation in Glacier County. This amount is not included in the figure listed above for Glacier County.

ENCLOSURE "B"

GOVERNOR'S CERTIFICATION

I certify that for this current disaster, State and local government expenditures and obligations will constitute a reasonable amount of the funds of such State and local governments for alleviating the damage, loss, hardship or suffering resulting from such disaster. As stated in my basic letter, and based on information available at this time, tabulation of these estimated total expenditures and obligations, for which no Federal reimbursement will be requested, follows:

Category of Assistance	AMOUNT	
	State	Local*
Individual Assistance:		
No requirement at this time.		
Public Assistance:		
Category A - Debris Clearance	\$ 400	\$ 120
Category B - Protective Measures	734	1,935
Category C - Road Systems	250,649	136,300
Category D - Water Control Facilities	2,398	1,078
Category E - Public Building and Related Equipment	- 0 -	- 0 -
Category F - Public Utilities	1,054	315
Category G - Parks/Other	96	29
TOTAL.....	\$255,331	\$139,777
Other:		
Administrative costs of managing response and recovery efforts.	\$ 40,000**	\$ 10,000**
GRAND TOTAL.....	\$295,331	\$149,777

* Local government will commit an amount equal to the 2 Mill Emergency Levy in order to meet their share of the 25% State/Local cost sharing for the Public Assistance Program.

** These figures include Public Assistance Administration, Hazard Mitigation Administration and other miscellaneous costs.

ENCLOSURE "C"

**SUPPLEMENTARY JUSTIFICATION
STATE - FEMA DAMAGE ASSESSMENT
MONTANA REQUEST FOR A MAJOR DISASTER DECLARATION**

I. Background.

The geography of the disaster impacted area can be best described as rural. The majority of the people work in support of farm, ranch and other agriculture related operations. The exception is Deer Lodge County where the smelter in Anaconda has been closed for several years. This has caused high unemployment and a severe erosion of the tax base.

Based on 1983 data, the average personal income ranges from \$8,001 in Sanders County to \$12,630 in Toole County. The State average is \$9,945. Only Toole and Pondera Counties exceed the State average. The population of these counties range from 5,559 in Toole to 12,518 in Deer Lodge County.

II. Impacts.

A. Significant Effects on People.

While most of the impacts on individuals were minimal there was one flood related death. One individual drowned when he drove his car off of a flood damaged bridge located in Pondera County. Except for some areas located near the mouth of the Milk River, the impacts on the agricultural sector have been minimal. This is due in part to frozen ground conditions which prevented the erosion of crop and pasture lands. The American Red Cross provided motel accommodations for twelve families for a few nights. Some of these families need shelter because their private access roads were damaged.

B. Significant Effects on State and Local Governments.

The most significant effect on the impacted county governments is the closing of numerous roads and highways due to the loss of bridges and culverts. This is forcing many families to detour as far as 50 miles or more. These long detours are necessary because there are no nearby alternate routes. This is causing delays in the provision of police, fire and ambulance services. Mail deliveries and school buses are also being impacted. The closing of these roads is causing a significant threat to public health and safety. Later this spring, the agriculture

sector will be impacted because machinery will have difficulty in accessing fields in a timely manner.

The other significant impact to the counties and subsequently the State is financial. These counties have a low tax base and population. They do not have extra dollars to repair the damaged facilities. Therefore, this financial burden would be passed to the State. Montana is operating with a very austere budget.

III. State and Local Responses.

A. State.

1. State Departments involved.

- a. The Disaster and Emergency Services Division, Department of Military Affairs, staffed the State Emergency Operations Center throughout the flooding and provided staff for the damage assessment. The Division also made distribution of 16,500 sandbags.
- b. The Department of Highways has utilized extensive manpower and equipment in trying to keep our highways open by making emergency repairs. They also provided engineers in support of the damage assessment.
- c. The Department of Health and Environmental Sciences provided technical assistance to the Town of Browning and county sanitarians on water and sewer problems. The Department is also testing water samples from wells inundated by flood waters.
- d. The Department of Natural Resources and Conservation provided technical assistance in the area of dam safety and provided personnel in support of the damage assessment.
- e. Montana Highway Patrol provided officers in support of highway closures and traffic control. The patrol's dispatch center at

**Supplementary Justification
Page Three**

the State EOC provided the necessary communications link between the affected counties and State government.

- f. Montana Army National Guard provided personnel and equipment for the distribution of sandbags. The Guard also provided aircraft for aerial reconnaissance damage surveys.

2. Other.

- a. The Disaster and Emergency Services office will provide personnel for the management of the Public Assistance Program and the Hazard Mitigation Program and provide technical assistance and personnel to assist local governments in processing applications for assistance.
- b. State departments will provide the necessary inspectors for conducting the detailed damage surveys.
- c. During the last three (3) to four (4) years, the State of Montana has been under a severe drought condition. Currently, all fifty-six (56) counties are included in a drought designation by the Secretary of Agriculture. The drought has caused a severe impact on the Montana agriculture economy.

3. Restrictions.

None at this time.

**Supplementary Justification
Page Four**

4. Financial Data.

I will provide funds from my Emergency and Disaster Fund to assist local governments in meeting the 25% State/Local cost sharing for the Public Assistance Program. The current balance of my emergency and disaster fund is \$1,000,000.00. During the last two bienniums I spent \$812,785.69 and \$835,527.22 respectively in assisting local government in recovering from various disaster situations. The latter figure was expended for state declarations only.

5. Hazard Mitigation.

The State will prepare a Hazard Mitigation Plan for the affected area.

B. Local.

1. Local government response in the affected counties include:

- a. Sandbagging.
- b. Search and Rescue activities.
- c. Monitoring streams and posting road closures with barricades.
- d. Providing temporary access and detours.
- e. Providing traffic control.
- f. Conduct damage assessment.
- g. Local Red Cross provided food, clothing and housing for evacuees.

2. Other.

- a. Local governments will provide personnel to assist in the detailed damage surveys.
- b. Provide emergency crossings and detours to the affected areas.

3. Restrictions.

- a. Local governments are at the maximum level allowed by State Law, their only recourse:

**Supplementary Justification
Page Five**

is the 2 Mill Emergency Levy which is not enough to meet the financial requirements of this disaster.

4. Financial Data.

- a. Local government will commit an amount equal to the 2 Mill Emergency Levy in order to meet their share of the 25% State/Local cost sharing for the Public Assistance Program.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

March 15, 1986

The President today directed that Federal assistance be provided in Montana where severe storms and flooding caused extensive damage to public facilities in February.

The counties designated as being eligible to apply for federal supplemental aid are Deer Lodge, Glacier, Pondera, Sanders, Teton and Toole.

The Federal Emergency Management Agency (FEMA), which was directed to coordinate federal assistance, will pay 75 percent of the cost of repairing public property such as roads and bridges from the President's Disaster Relief Fund. The remaining 25 percent will be funded by state and local governments.

FEMA reported to the President that Red Cross and other volunteer agencies had met the needs of people affected by the flooding, and that the Army Corps of Engineers had provided emergency assistance in fighting the floods. In addition, the Federal Highway Administration is assessing damage to federal highways.

David P. Grier IV of FEMA's regional office in Denver was named to coordinate recovery operations in Montana.

FOR FURTHER INFORMATION CONTACT: FEMA (202) 646-4600.

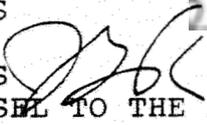
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THE WHITE HOUSE

WASHINGTON

March 19, 1986

MEMORANDUM FOR RICHARD DAVIS
ASSOCIATE DIRECTOR
CABINET AFFAIRS

FROM: JOHN G. ROBERTS 
ASSOCIATE COUNSEL TO THE PRESIDENT

SUBJECT: Disaster Declaration for Washington

Our office was asked to review a request from Governor Booth Gardner of Washington for Presidential declaration of a "major disaster," within the meaning of the Disaster Relief Act of 1974, Pub. L. 93-288.

Based on a review of the request and the related materials forwarded by the Federal Emergency Management Agency, the Governor's request appears to comply with the statutory requirements for a disaster declaration. We also have no legal objection to the implementation materials prepared by FEMA in connection with this request.

cc: David L. Chew

WHITE HOUSE CORRESPONDENCE TRACKING WORKSHEET

- O - OUTGOING
- H - INTERNAL
- I - INCOMING
Date Correspondence Received (YY/MM/DD) 1/1/19

Name of Correspondent: Richard Davis

MI Mail Report User Codes: (A) _____ (B) _____ (C) _____

Subject: Request for a major disaster declaration for the State of Washington

ROUTE TO:	ACTION	Tracking Date	Disposition
Office/Agency (Staff Name)	Action Code	YY/MM/DD	Type of Response Code Completion Date YY/MM/DD
<u>Central</u>	ORIGINATOR	<u>8610319</u>	_____ _____ <u>1/1</u>
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| ACTION CODES:
A - Appropriate Action
C - Comment/Recommendation
D - Draft Response
F - Furnish Fact Sheet to be used as Enclosure
I - Info Copy Only/No Action Necessary
R - Direct Reply w/Copy
S - For Signature
X - Interim Reply | DISPOSITION CODES:
A - Answered
B - Non-Special Referral
C - Completed
S - Suspended |
|---|---|

FOR OUTGOING CORRESPONDENCE:
 Type of Response = Initials of Signer
 Code = "A"
 Completion Date = Date of Outgoing

Comments: copy to David Chew

THE WHITE HOUSE

WASHINGTON

March 18, 1986

MEMORANDUM FOR FRED FIELDING

FROM: RICHARD DAVIS 
CABINET AFFAIRS

SUBJECT: Request for a Major
Disaster Declaration --
Washington

The attached is a request for a Major Disaster Declaration for the State of Washington which is recommended for approval by FEMA. Please provide me with your recommendation as soon as possible.

Thank you very much.

cc: David Chew

INFORMATION COPY

**DISASTER
PRIORITY**

SUBJECT

REQUEST FOR A MAJOR-DISASTER DECLARATION
WASHINGTON

FEDERAL EMERGENCY MANAGEMENT AGENCY

DATE

MAR 18 1986



Federal Emergency Management Agency

Washington, D.C. 20472

MEMORANDUM TO THE PRESIDENT

WASHINGTON

An intense rainstorm hit Cowlitz County on February 22 and continued through the afternoon of February 24. Over 6.4 inches of rain fell during a 48-hour period. A levy was breached and a drainage pump failed, flooding the small community of Lexington. Additional isolated flooding occurred throughout the county. There were no deaths or injuries reported. The American Red Cross opened one shelter that housed nearly 100 persons during a 3-day period. Other families are staying with friends or relatives. Governor Booth Gardner implemented the State emergency plan and requested and received a Small Business Administration (SBA) declaration for its disaster loan program. Based on later reports, the Governor requested a major-disaster declaration under Public Law 93-288 for Individual Assistance only.

INDIVIDUAL ASSISTANCE

There are 122 residences with substantial damage. The great majority of these are owner occupied and without insurance. Homes had from 2 to 4 feet of standing water causing damage to floors, walls, heating units, and electrical systems. Personal belongings and furniture also were damaged. The county disposed of 252 tons of debris from these homes. This amounts to about 2 tons per household.

An estimated 100 families will require some form of temporary housing assistance. In addition, 50 of these families will need the Individual and Family Grant program at an estimated cost of \$175,000. Since, by law, this is cost shared with the State, the Federal portion would amount to \$131,000.

The disaster loan program of SBA is estimated at \$1,650,000. This includes 117 home or personal property loans for \$1.4 million and 18 business loans at \$250,000.

There is no known need for other forms of Individual Assistance under PL 93-288.

PUBLIC ASSISTANCE

This assistance has not been requested by the Governor. While some damage does exist, it is not considered sufficient to qualify for PL 93-288 assistance.

DISCUSSION

The Governor's request of March 14, 1986, is considered to be in compliance with the law. The State commitment on the part of both the State and local governments is considered adequate for a request limited to Individual Assistance.

The affected area has high unemployment and low average income. Insurance is inadequate, and assistance from both the SBA and volunteer agencies is not sufficient to meet the needs.

CONCLUSIONS

- o The situation is of such severity and magnitude that effective response is beyond the capabilities of the State and local governments.
- o The situation warrants a major-disaster declaration limited to Individual Assistance programs under PL 93-288.
- o In the event of a declaration, I intend to designate Cowlitz County eligible for Individual Assistance.
- o The proposed declaration letter limits the declaration to Individual Assistance and authorizes an advance to the State for its share of the Individual and Family Grant program.

RECOMMENDATION

That the Governor's request be granted.

SIGNED

Director
Federal Emergency Management Agency

Date: MAR 18 1986

Attachments:

Declaration Letter
Telegram to the Governor
Notice to the Press
Congressional Representation
State Map
Governor's Request

THE WHITE HOUSE

WASHINGTON

Dear Mr. Becton:

I have determined that the damage in certain areas of the State of Washington resulting from severe storms, landslides, and flooding, beginning on February 22, 1986, is of sufficient severity and magnitude to warrant a major-disaster declaration under Public Law 93-288. I therefore declare that such a major disaster exists in the State of Washington.

In order to provide Federal assistance, you are hereby authorized to allocate, from funds available for these purposes, such amounts as you find necessary for Federal disaster assistance and administrative expenses. You are authorized to provide Individual Assistance in the affected areas. Pursuant to Section 408(b) of PL 93-288, you are authorized to advance to the State its 25 percent share of the Individual and Family Grant program, to be repaid to the United States by the State when it is able to do so.

Sincerely,

The Honorable Julius W. Becton, Jr.
Director
Federal Emergency Management Agency
Washington, D.C. 20472

THE WHITE HOUSE

The Honorable Booth Gardner
Governor of Washington
State Capitol
Olympia, Washington 98504

As you requested, I have declared a major disaster for the State of Washington because of damage due to severe storms, landslides, and flooding, beginning on February 22, 1986. I have authorized Federal relief and recovery assistance in the affected area.

The Federal Emergency Management Agency (FEMA) will coordinate Federal assistance efforts and designate specific areas of the State eligible for such assistance. The Federal Coordinating Officer will be Mr. Richard Buck of FEMA. He will consult with you and assist in the execution of the FEMA-State Disaster Assistance Agreement governing the expenditure of Federal funds and the related commitment on the part of State and local governments.

Sincerely,

Ronald Reagan

March , 1986

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

NOTICE TO THE PRESS

The President today declared a major disaster for the State of Washington as a result of severe storms, landslides, and flooding beginning on February 22, 1986, which caused extensive property damage. The President's action will permit the use of Federal funds in relief and recovery efforts in designated areas of the State.

Federal assistance from the President's Disaster Relief Fund can include individual and family grants as well as temporary housing assistance for eligible disaster victims. Disaster loans have been made available to disaster victims by the Small Business Administration. The emergency loan program of the Farmers Home Administration also will be made available.

Federal relief activities in Washington will be coordinated by the Federal Emergency Management Agency. That agency immediately designated Cowlitz County eligible for Federal disaster assistance.

Mr. Richard A. Buck will be designated as the Federal Coordinating Officer to work with the State of Washington in providing Federal assistance under the Disaster Relief Act of 1974, Public Law 93-288.

FOR FURTHER INFORMATION CONTACT: FEMA (202) 646-4600.

WASHINGTON REPRESENTATION

The Governor of Washington is:

Booth Gardner (D)

Washington Senators are:

Slade Gorton (R)

Daniel J. Evans (R)

Representing the Affected Area:

Don Bonker (D)

3rd District

For further information, contact FEMA at (202) 646-4500.

IRAZZI TOWER
 District



STATE OF WASHINGTON

DEPARTMENT OF EMERGENCY MANAGEMENT

4200 E. Martin Way • Olympia, Washington WA 98512 • (206) 454-4141 • (MCAN) 214-5255

March 14, 1986

The President
 The White House
 Washington, D.C. 20500

Through:

William R. Mayer, Regional Director
 Federal Emergency Management Agency
 Region X
 Federal Regional Center
 Bothell, WA 98011-9796

Dear Mr. President:

Under the provision of Section 301(b), Public Law 93-288 as implemented by 44 CFR 205.41, I request that you declare a major disaster for Washington State as a result of damages caused by heavy rain fall, flooding, and land slides which occurred February 22-24, 1986. I request that the Temporary Housing and Individual and Family Grant programs as provided under PL 93-288 be authorized for Cowlitz County to alleviate the problems stated in Enclosure A - Format #6, Supplementary Justification for Presidential Disaster Declaration.

The rainfall, which exceeded a 100 year storm event (6.4 inches in a 48-hour period), caused damage to over 100 homes in the Lexington area alone. Of nearly 200 reports of flood damage, only 13 persons indicated they had flood insurance in force. There is an ongoing effort to eliminate health problems resulting from sewage effluent that mixed with three to four feet of flood water and inundated the area for nearly 48-hours. The county has disposed of 252 tons of sheetrock, tack board, insulation, rugs, furniture and other personal belongings from homes damaged by flood waters. That amount equates to two tons of material per household.

The Red Cross is currently housing eight families. At the onset of the disaster, a Red Cross shelter was opened for three days with a peak registration of 86 persons. The FEMA-state survey team found 122 homes which were uninhabitable in the Lexington area. The families are staying with friends and relatives or living in recreational vehicles. The county has reported over 200 homes damaged by flooding.

I have determined that this disaster is of such severity and magnitude that effective response is beyond the capabilities of the state and the affected local governments, and that supplementary federal assistance is necessary. Preliminary estimates of the nature and extent of federal assistance needed under PL 93-288, as amended, are tabulated in Enclosure B.

The President
March 14, 1986
Page Two

The state Comprehensive Emergency Management Plan and Emergency Operations Center was activated on February 23, 1986, when Cowlitz County requested state assistance. Federal and state damage assessment teams subsequently surveyed the area. In response to the emergency, the state Department of Ecology, under its Flood Control Assistance Program, will provide funds to the county for emergency flood protection measures.

A federal/state survey team assessed damage to public facilities on March 13 and identified approximately \$1 million in eligible work. Since that amount is not sufficient to meet the state threshold, I am not requesting public assistance.

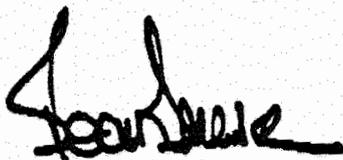
I intend to implement the Individual and Family Grant Program as described in the enclosure. I certify that the state is unable to immediately pay its 25 percent share of the cost to implement the program and request that \$43,750 be advanced by the federal government. In order to repay this advance, I will include that amount in my supplemental budget request to the 1987 legislature. I certify that the advance will be repaid as soon as funds become available. I anticipate that funds will become available by May 1, 1987.

Pursuant to Federal Emergency Management Agency regulations, I certify that the total expenditures and obligations for this major disaster for which no federal reimbursement will be requested are expected to exceed \$287 thousand in accordance with the table in Enclosure D.

There are strong indications that some of the flood damage may be related to recovery measures that followed the 1980 Mount St. Helens disaster. I request that an Interagency Flood Hazard Mitigation Study be performed to determine if any relationships exist and to identify actions that the state and local governments can take to help prevent such damages.

I have designated Hugh H. Fowler as the State Coordinating Officer for this request. He has been working with the Federal Emergency Management Agency to assess damages and may provide further information or justification on my behalf.

Sincerely,



Booth Gardner
Governor

Enclosures

cc: Washington State Congressional Delegation
Cowlitz County Board of Commissioners

ENCLOSURE A

**SUPPLEMENTARY JUSTIFICATION
FOR PRESIDENTIAL DISASTER DECLARATION**

I. BACKGROUND

Cowlitz County's economic condition is poor. The area has experienced double-digit unemployment since November, 1980. Weyerhaeuser recently laid off another 300 people and other large companies have had significant layoffs since 1980. Cowlitz County's jobless rate increased slightly in January according to the latest state figures released March 5, 1986. The unemployment rate rose from 13.5 percent to 13.8 percent. One year ago, the January unemployment rate for Cowlitz County was 13.4 percent.

Federal census statistics for 1980 provide the latest income information. In 1979, the median household income was \$18,595 while the median family income was \$21,526. Per capita income in Cowlitz County for 1979 was \$7,608. Families in Cowlitz County with incomes below the U.S. poverty level numbered 11.1 percent (2,439 families). For "all persons", 14.2 percent of people in Cowlitz County in 1979 were below the poverty level. According to the County Department of Community Development, 40 percent of the affected families in the Lexington area are estimated to have incomes at or below poverty level.

Housing statistics for the Longview/Kelso urban area show that in July 1985, the vacancy rate was 6.5 percent; detached single family units vacant were 4 percent; multi-family vacancy rate was 15.8 percent; and mobile homes were 4.7 percent vacant.

Lexington was the hardest hit of flood-damaged areas in Cowlitz County. Federal Emergency Management Agency (FEMA) records show only 37 out of several hundred homes with federal flood insurance. The Cowlitz County Department of Community Development received approximately 200 calls reporting flood damage from the February 22-23 storm but only 13 callers indicated they had flood insurance.

II. IMPACTS

A. Significant Effects on People

There were no deaths or injuries resulting from the flooding and no persons are reported missing. A continuing safety problem involves levee damage along McCorkle Creek in Lexington. The Corps of Engineers is studying alternative methods to insure that a levee blowout does not result during the next heavy precipitation. Also, ongoing efforts are underway to eliminate health problems which may result from sewage effluent mixing with flood waters. Sewer backups and abandoned septic systems may be sources of additional effluent discharges.

According to Small Business Administration (SBA) estimates, the extent of damage to Cowlitz County homes totals \$1.95 million with major damage to 62 residences and minor damage to an additional 145. A FEMA-state disaster assessment team surveyed the Lexington area on March 7, 1986, to determine the extent of flood damage. FEMA flood loss calculations for the area are:

<u>Structure Categories</u>	<u>Degree of Damage</u>			<u>Amount</u>		
	<u>90%</u>	<u>50%</u>	<u>10%</u>	<u>90%</u>	<u>50%</u>	<u>10%</u>
Low-cost homes	0	0	0	0	0	0
Medium-cost homes (\$50,000)	0	1	110	0	\$25,000	\$550,000
High-cost homes (\$100,000)	0	1	0	0	50,000	0
Mobile homes (\$15,000 average)	0	10	0	0	75,000	0
					<u>\$150,000</u>	<u>\$550,000</u>
				CUMULATIVE TOTAL: \$700,000		

The FEMA-state survey team determined that 122 homes are uninhabitable. There are no mass shelters being utilized for flood victims in Cowlitz County. The Red Cross is providing temporary housing for eight families. A Red Cross shelter was open for three days with a peak registration of 86. Other dislocated families (over 100) are staying with friends and relatives or living temporarily in recreational vehicles.

Very little unemployment has resulted from the disaster but several bowling alley and auto repair shop employees are temporarily out of work. Also, many victims have missed work in order to begin clean up and repair of their homes. A number of motor vehicles were damaged. No estimates are currently available.

Regarding financial hardship, many families will be dislocated for some time while homes are repaired. This will result in additional living expenses. Owner/occupants who must respond to uninsured structural losses in the neighborhood of \$20,000 to \$30,000 are finding themselves in severe financial straits. Many renters have lost their possessions. Again, most are without any insurance coverage for flood loss. In addition, it is estimated that up to 40 percent of the residents in the affected area have incomes which are at or below poverty level.

B. Significant Effects on Local Governments

On Sunday, February 23, 1986, a large pump that passes water from McCorkle Creek into the Cowlitz River was severely damaged by electrical outages. A replacement pump was not immediately available and McCorkle Creek backed up and caused flooding in the Lexington area. Many roads throughout Cowlitz County were temporarily closed. Culverts, drainage ditches, and other storm runoff systems were filled beyond capacity due to the record rainfall Saturday and Sunday, February 22 and 23 (6.4 inches in 48 hours). The McCorkle Creek drainage ditch and retaining walls have not been repaired. The U.S. Army Corps of Engineers is evaluating the damage.

According to local surveys and FEMA reports, indications are that only 37 out of 100 residents in the Lexington area have flood insurance. Lexington area residents have been paying up to \$5 per \$1000 of assessed valuation tax assessment to pay for flood protection levees, pumping stations, and other flood protection improvements for several years. Increasing taxes, skyrocketing flood insurance premiums, and extremely poor economic conditions in the area (high unemployment, continuing job layoffs, reduced salaries/wages), have rendered flood insurance unaffordable to many families. Other types of coverage such as homeowners and auto insurance do not cover flood damage losses to businesses, homes, contents, or vehicles.

Most properties in Cowlick County have been reduced in valuation by the county assessor over the last several years due to major reductions in the timber industry work force. Timber is the county's major industry and has a heavy impact on jobs and revenues. Recent flood damage losses will further reduce valuations for some of the flood-damaged homes and the area's tax base will be impacted accordingly. No figures are currently available.

C. Significant Effects of Utility Facilities

The Lexington Flood Control District has been assessing a tax levy up to \$5 per \$1000 of assessed valuation for several years. This high rate is due to flood mitigation and repair caused by the Mount St. Helens eruption. The levy has created a severe financial hardship for many families as well as public agencies. Damage to the McCorkle Creek pump station and levee system will only add to an already difficult tax burden for Lexington residents.

D. Significant Effects on Business

The bowling alley (\$250,000 estimated loss), and an auto repair shop (\$30,000 estimated loss) had no flood insurance. The majority of 25 rental homes suffering flood damage were without flood insurance. As mentioned earlier, only 13 homeowners of an estimated 200 had flood insurance. Bowling alley and auto repair shop employees are temporarily out of work. Damaged rental homes (25) will result in repair and rental loss to owners. Since there is already a high vacancy rate in Cowlick County, re-occupancy by renters in these rental homes may take a considerable time, contributing to the ongoing rental income loss.

E. Significant Factors Not Covered Above

Sewage systems in Lexington backed up, causing effluent to mix with flood waters which inundated the area for nearly 48 hours. Additional losses have resulted from this sewage contamination. Homes will have to be sprayed, possessions decontaminated, and many items discarded as a total loss due to high cost of cleaning and repairing (freezers and refrigerators and insulation in walls are good examples, as are bedding, couches, etc.). As mentioned earlier, the discarded items approximate two tons per household.

III. STATE/LOCAL RESPONSE

A. State Response

1. The state Comprehensive Emergency Management Plan and Emergency Operations Center was activated on February 23, 1986, when Cowlitz County requested state assistance. Federal and state damage assessment teams subsequently surveyed the area. The state has supported local operations through use of the Washington State Conservation Corps in the cleanup effort. The state Departments of Emergency Management and Social and Health Services have assisted with damage assessments.
2. Within the last two months, Washington State has had two storms exceeding the 100-year storm event on the intensity charts according to the National Weather Service. After the first, the President declared a major disaster for King, Clallam and Jefferson Counties for the Public Assistance Program only. The state has committed itself to 12.5 percent of all eligible public facility repair costs for that disaster.
3. The state of Washington does not have a disaster emergency fund.
4. In response to the emergency, the state Department of Ecology, under its Flood Control Assistance Program, will provide funds to the county for emergency flood protection.

B. Local Response

1. Private/Volunteer Response:

The Red Cross has provided significant assistance to flood victims in the form of mobile feeding units temporary housing and financial aid. Listed below is a breakdown of Red Cross assistance:

Financial Assistance

\$21,379 - Direct Assistance to Families
13,340 - Food, Clothing, Maintenance (rent)
7,608 - Household Furnishing (mostly beds/
bedding and appliance repair)
\$42,327

Temporary Housing

In Motels - 4 families
In Rentals - 4 families
Total sheltered by Red Cross during flood - 83 persons

2. County Response:

- a. Cowlitz County is assisting flood victims primarily through its departments of Emergency Management, Public Works and Community Development. The Department of Community Development has fielded flood calls and assisted the SBA and FEMA disaster assessment

teams by preparing background reports. Damage repair information packets were delivered to all flood damaged homes in the Lexington area. Public Works crews responded around the clock to repair pumps, levees, culverts, roads and other facilities damaged by the flooding. Public Works has provided extra trash bins and daily collection for the Lexington area. Dozens of vehicles and hundreds of personnel have been utilized during the flood and recovery.

- b. The county and various state and private agencies have been working together to provide relief and assistance to flood victims. Sandbagging operations were conducted by the county jail population, churches provided temporary shelter and clothing, and other private agencies have helped with meals and clothing.
- c. Local resources are limited due to a depressed economy. State and federal aid is needed to supplement local efforts.
- d. Very little local emergency money or discretionary funds are available. Due to costs associated with the Mount St. Helens eruptions and the depressed timber industry, the local economy is hard hit and available funds are limited. Private property owners and renters need assistance which is not available from local sources.

IV. PUBLIC FACILITIES

In addition, the local governments of Cowlitz County experienced significant damage to public facilities. A federal-state damage assessment team surveyed the area on March 13 and identified about \$1 million in eligible work. The Corps of Engineers is determining if certain damages to dikes and levees are eligible under PL 99.

ESTIMATED REQUIREMENTS FOR
INDIVIDUAL ASSISTANCE

Temporary Housing

<u>COUNTY</u>	<u>HOUSES</u>
Cowlitz	Uninhabitable homes, 122

Estimated number of families requiring temporary housing assistance, 122.

Estimated number of families needing Individual and Family grants, 50.

Federal, state and local representatives formed damage assessment teams to cover Cowlitz County. The combined teams determined 122 homes were uninhabitable.

ENCLOSURE B

ESTIMATED REQUIREMENTS FOR OTHER FEDERAL AGENCY PROGRAMS

<u>County</u>	<u>SBA Home Loans</u>	<u>SBA Business Loans</u>	<u>IFG</u>
Cowlitz	134 \$2,700,000	18 \$360,000	50 \$131,250

ENCLOSURE C

GOVERNOR'S CERTIFICATION

I certify that for this current disaster, state and local government expenditures and obligations will constitute a reasonable amount of the funds of such state and local governments for alleviating the damage, loss, hardship or suffering resulting from such disaster. As stated in my basic letter, and based on information available at this time, tabulation of these estimated total expenditures and obligations for which no federal reimbursement will be requested, follows:

Category of Assistance	Amount	
	State	Local
Individual Assistance:		
Housing	0	0
Individual & Family Grants	\$43,750.00	0
Flood Control Assistance	12,000.00	0
Conservation Corps	10,860.00	\$ 6,860.00
Public Assistance:		
Category A -- Debris Clearance	0	13,500.00
Category B -- Protection Measures	0	18,000.00
Category C -- Road Systems	0	122,500.00
Category D -- Water Control Facilities	0	0
Category E -- Public Buildings and Related Equipment	0	0
Category F -- Public Utilities	0	25,000.00
Category G -- Facilities Under Construction	0	0
Category H -- Private, Nonprofit Facilities	0	0
Category I -- Other, not in above categories	0	0
Department of Game	17,000.00	0
Department of Natural Resources	<u>18,000.00</u>	<u>0</u>
	\$101,610.00	\$185,660.00

ENCLOSURE D

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

March 19, 1986

The President today declared a major disaster for the State of Washington as a result of severe storms, landslides, and flooding beginning on February 22, 1986, which caused extensive property damage. The President's action will permit the use of Federal funds in relief and recovery efforts in designated areas of the State.

Federal assistance from the President's Disaster Relief Fund can include individual and family grants as well as temporary housing assistance for eligible disaster victims. Disaster loans have been made available to disaster victims by the Small Business Administration. The emergency loan program of the Farmers Home Administration also will be made available.

Federal relief activities in Washington will be coordinated by the Federal Emergency Management Agency. That agency immediately designated Cowlitz County eligible for Federal disaster assistance.

Mr. Richard A. Buck will be designated as the Federal Coordinating Officer to work with the State of Washington in providing Federal assistance under the Disaster Relief Act of 1974, Public Law 93-288.

FOR FURTHER INFORMATION CONTACT: FEMA (202) 646-4600

#