



STATE OF INDIANA  
OFFICE OF THE GOVERNOR  
State House, Second Floor  
Indianapolis, Indiana 46204

Eric J. Holcomb  
*Governor*

April 27, 2018

The Honorable Donald J. Trump  
President of the United States  
The White House  
1600 Pennsylvania Avenue NW  
Washington D.C. 20202

Through: James K. Joseph  
Regional Administrator  
Federal Emergency Management Agency  
Region V  
536 S. Clark, 6<sup>th</sup> Floor  
Chicago, IL 60605-1521

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 ("Stafford Act"), implemented by 44 CFR § 206.36, I hereby respectfully request that you declare a major disaster for the State of Indiana (sometimes hereinafter referred to as "Indiana", "State", or "State of Indiana") as a result of severe storms, rainfall and flooding which began on February 14, 2018 and continued through March 4, 2018.

On April 2, 2018, I requested an extension of time to submit a major disaster request, which was granted on April 11, 2018. The State of Indiana's request is now due May 3, 2018.

In response to this disaster, which in certain respects was unprecedented and historic for our State, I took prompt and appropriate action under state law and Section 401 of the Stafford Act by directing the execution of the State Emergency Operations Plan ("SEOP") on February 21, 2018. This letter and its attachments provide, among other things, pertinent information about the disaster and its impact on the State of Indiana as well as actions taken by the State and other organizations. Because of the severity and magnitude of this weather disaster, I have determined that an effective response is beyond the capabilities of the State and the affected local governments. I believe that supplemental federal assistance, both individual and public, is necessary to support the efforts and available resources of the State, local governments, and disaster relief organizations for disaster related losses.

In light of the foregoing, I specifically request the following:

- A Major Disaster Declaration designation for Individual Assistance ("IA") and all IA programs for the following nine (9) Indiana counties: Carroll, Clark, Elkhart, Floyd,

Harrison, Jefferson, Lake, Marshall, and St. Joseph, to include Individual and Households Program, Temporary Housing, Legal Assistance, Disaster Unemployment Assistance, Crisis Counseling and US Small Business Administration Disaster Loans. I also respectfully request the right to reserve the ability to request that additional counties and tribal nations be included under this category.

- A Major Disaster Declaration designation for Public Assistance for the following twenty-seven (27) Indiana counties: Benton, Clark, Crawford, Dearborn, Elkhart, Floyd, Fulton, Gibson, Harrison, Jasper, Jefferson, LaPorte, Marshall, Newton, Ohio, Perry, Porter, Spencer, St. Joseph, Starke, Switzerland, Vanderburgh, Vermillion, Wabash, Warren, Warrick, and White. Currently, five (5) state agencies are requested for Major Disaster Declaration designation for Public Assistance, as follows: Indiana Department of Homeland Security, Indiana Department of Natural Resources, Indiana Department of Transportation, Indiana State Department of Health, and the Indiana Department of Corrections. Additional counties, agencies, and/or tribal nations may need to be added as additional damages are verified during damage assessments.
- Unified Hazard Mitigation Assistance be approved statewide.

### **State Of Emergency**

Shortly after the storms began, it was evident that areas of our State were experiencing an extraordinary amount of rain and that serious flooding was likely. In response, certain steps were taken, including the following:

- On February 21, 2018, I directed additional resources be utilized to support Indiana's residents and infrastructure because of the heavy rainfall and flooding. I requested that the State Emergency Operations Center ("SEOC") be elevated in operational status to Level 3 (where it remained until March 2, 2018) and directed that SEOP be activated.
- On February 26, 2018, the State Joint Information Center was activated and operated through March 23, 2018, but public information officials from State agencies continue to disseminate information at this time.

The progression of executive orders that I issued for disaster emergencies, all pursuant to Indiana Code § 10-14-3-12, are indicative of how the flooding affected many different areas of Indiana and demonstrates the extremely large scale of this disaster.

- On February 24, 2018, I issued Executive Order 18-01, which declared that a Disaster Emergency existed in the following eleven (11) counties: Carroll, Dearborn, Elkhart, Fulton, Lake, Marshall, Perry, St. Joseph, Starke, Switzerland, and White counties.
- On February 26, 2018, I issued Executive Order 18-02, which declared that a Disaster Emergency existed for the following seven (7) additional counties: Benton, Clark, Crawford, Floyd, Jefferson, Spencer, and Warrick counties.

- On February 27, 2018, I issued Executive Order 18-03, which declared that a Disaster Emergency existed for the following four (4) additional counties: Harrison, Jasper, Ohio, and Pulaski counties.
- On March 2, 2018, I issued Executive Order 18-05, which declared that a Disaster Emergency existed for the following four (4) additional counties: Jackson, Kosciusko, Newton, and Porter counties.
- On March 7, 2018, I issued Executive Order 18-06, which declared that a Disaster Emergency existed for the following five (5) additional counties: LaPorte, Noble, Posey, Wabash, and Warren counties.
- Finally, on March 16, 2018, I issued Executive Order 18-07, which declared that a Disaster Emergency existed for the following four (4) additional counties: Gibson, LaGrange, Vanderburgh, and Vermillion counties.

In sum, between February 24, 2018 and March 16, 2018, a total of thirty-five (35) Indiana counties declared local disaster emergencies and were also included in the Executive Orders that I issued for disaster emergency declarations.

### **Deaths and Injuries**

Six (6) Hoosiers died as a result of this disaster, as follows:

- A motorist, Amanda McKnight (age 31) of Lincoln, Nebraska, was killed on February 24, 2018, on Interstate 64. Indiana State Police determined that the driver lost control of her vehicle during a severe rainstorm and crashed, her vehicle ultimately resting at the bottom of an embankment after overturning numerous times. Amanda died as a result of her injuries and being ejected from her vehicle. The driver's 11-year old son was wearing his seat belt and was uninjured in this tragic accident.
- A kayaker, Scott Whitehead, was found deceased on March 6, 2018. A coordinated search for Scott began on March 1<sup>st</sup>, when he was reported missing. His body was found in Poison Creek as the water receded. Perry County EMA, Perry County Rescue, Indiana State Police, and local fire personnel from Troy, Central Perry, and Anderson Townships assisted in the search/recovery.
- An elderly man was killed after his vehicle left the roadway on Monday night, February 26, 2018. According to witnesses, the man would drive this route to visit his wife in the nursing home almost every day. When his vehicle left the roadway, it entered a pond. Although he was able to be extracted and a pulse was regained, the gentleman later passed away at the hospital.

- Michael Larry Stevens (age 64) died after suffering a heart attack while cleaning out his family's damaged home in Elkhart County, despite numerous attempts to revive him by EMS.
- Teelah Kappler (age 31) was found in her vehicle on February 17, 2018. She was a United States Postal Service employee. Her cause of death was accidental drowning. Due to the road and weather conditions and location of her vehicle in a creek on its top, it is believed that her vehicle left the roadway and landed on its top. Her husband of 11 years stated that it was a one lane, gravel road with multiple potholes and eroding sides.
- As flood waters receded, the body of Joseph Michael Turner (age 33) was discovered in Silver Creek on March 2, 2018. Preliminary cause of death was determined to be drowning. No other information was available.
- In Dubois County, there was an electrocution when a man entered his flooded basement to work on a sump pump. EMS responded to the scene. Due to HIPAA constraints, IDHS has been unable to confirm if this is a fatality or not.

While there is no effective system to track all the non-serious injuries or illnesses attributable to the storms and related flooding, SEOC tracked many anecdotal reports. For instance, on February 28, 2018, Elkhart County reported that three (3) firefighters from the City of Elkhart were transported to local hospitals due to illnesses after participating in emergency water rescues.

### Disaster Summary

Commencing on February 14, 2018 and continuing through March 4, 2018, the State of Indiana experienced storms, heavy rainfall, and severe flooding. A series of rain related events produced unprecedented and historic flooding and damage in many areas of Indiana.

Grounds were already saturated from snowfall, and 2018 observed the wettest February on record for both the northern and southern parts of Indiana. Please refer to "Attachment 1" to this letter (National Weather Service Rainfall Report), as well as "Attachment 3" (Weather Information), for graphics, photos, and additional information.

Of particular note for all of Indiana:

- Overall, the heaviest of the rainfall occurred across Indiana on February 19, 20, 21, and 24, 2018. The thirty (30) day total precipitation map ending on March 7, 2018 showed that the entire State had received more than 4 inches of rain, with a majority of the State seeing more than 6 inches (localized areas – especially southern Indiana – saw 10-15 inches of rain).
- According to the Climate Summary from the National Weather Service ("NWS") in Northern Indiana, about seventy percent (70%) of the monthly February precipitation

occurred in just over three days – February 19-21, 2018. The record-breaking rainfall occurred only ten days after more than twelve (12) inches of snow fell across the area, including a new single day record of 10.3 inches of snow for South Bend on February 9, 2018. This record breaking snowfall added to existing snow on the ground for a 15-inch snow pack on February 10-11, 2018, which created a water equivalency of about 1.5 to 1.75 inches before the rains from the storms.

- The fourteen (14) day precipitation map ending February 25, 2018 shows all of Indiana receiving more than 2 inches of rain, with the vast majority of the State receiving more than 5 inches (with wide swaths of more than 6 inches observed). Locally, areas across Floyd and Harrison counties reported more than 10 inches of rain. Rain continued after February 25, 2018, with precipitation continuing February 27 – March 1, 2018.
- General average precipitation for the month of February is 2.27 inches for the State. February is actually the climatologically driest month on average for Indiana.
- During the reporting period, there were a total of thirteen (13) levee breaches and two (2) significant log jams. In addition, seven (7) rivers in our State experienced record flood levels, and eight (8) rivers qualified and maintained at Major Flood Stage for nine (9) days.
- Sandbags were reported as used or requested for the following counties: Dearborn, DeKalb, Elkhart, Floyd, Jasper, Knox, Noble, Parke, Starke, Vanderburgh, and Vigo.

With respect to Northern Indiana, it was significantly impacted by the heavy rains and flooding, as follows:

- River gauges reached record heights in Northern Indiana. At least eight (8) locations (including St. Joseph River at South Bend; Yellow River at Plymouth; Iroquois River at Rensselaer; Kankakee River at Shelby; Tippecanoe River at North Webster; Elkhart River at Goshen; North Branch Elkhart River at Cosperville, Kankakee River at Dunn's Bridge) surpassed historic records, with some locations going nearly two (2) feet above record stage. Other areas experienced levels approaching record heights (Tippecanoe River near Ora; Tippecanoe River at Winamac; Kankakee River near Kouts).
  - The situation in St. Joseph County is indicative of the northern region of our State. A large snowpack existing prior to the rain exacerbated the effects of the heavy and unseasonal large amounts of rain which caused the flooding. Many towns and cities across this region felt the impacts of the heavy rain, particularly on February 19-20, 2018. The rain's effects were felt for days following, as rain water and melting snow continued to raise river levels. Additional rainfall added to the copious amounts of water already on the ground, lengthening the time the rivers were up and causing further damages during the period of this disaster.

- Per the NWS in Chicago, the town of Wheatfield (located in Jasper County) saw 6.5 inches of rain beginning at approximately 6:00 p.m. on February 18, 2018 through 6:00 a.m. on February 21, 2018. During this same period, areas across Newton, Lake, Porter, and Benton counties received anywhere from two (2) to six and one-half (6.5) inches of rain.
- Through the month of February, areas like South Bend saw precipitation much higher than normal in the form of snowfall, including a single day record of 10.3 inches of snowfall on February 9, 2018, and a monthly total which exceeded the average by 14.6 inches. This record snowfall saturated the ground and allowed heavy rains later in the month to quickly lead to flooding (as an estimated 1.5 to 1.75 inches of precipitation was within the snowpack as the record rain started, per the monthly climate summary from the NWS Northern Indiana).
- During the entire month of February 2018, South Bend saw a daily average of 0.29 inches of precipitation. There were eighteen (18) days greater than or equal to .01 inch; eleven (11) days with 0.10 inch; four (4) days with 0.5 inch and two (2) days greater than or equal to 1.00 inch of precipitation.
- The St. Joseph River in South Bend exceeded the gauge and flow records set in March 1982 (tied in January 1993) by nearly two (2) feet, setting a new record crest at 12.7 feet, and an estimated stream flow of 22,700 cubic feet per second, which is significantly higher than the old record of 19,500 cubic feet per second.
- By February 27, 2018, thirteen (13) levee breaches occurred in Northern Indiana. Ten (10) of these occurred in Starke County, two (2) in Porter County, and one (1) in Jasper County. Three (3) high-hazard dams were forced to activate their Incident Emergency Action Plans due to high water levels, one each in Jasper County, Dearborn County, and Johnson County. In Jasper and Starke counties, the Indiana Department of Corrections (sometimes hereinafter referred to as “IDOC”) assisted with sandbag efforts.
- Although not record breaking, Tippecanoe County observed nearly five inches of rain (4.97 inches), which is 3.21 inches above the average, for the month of February. The highest one-day precipitation total was on February 20, 2018, with a total of 1.50 inches during that 24 hour period.

With respect to Southern Indiana, it was heavily impacted by the heavy rain as well, including the following:

- Per NWS, heavy rainfall occurred on February 21-24, 2018, in Southern Indiana, with the heaviest rainfall of 6 to 8 inches along the Ohio River. Widespread significant river flooding followed in Southern Indiana as well as portions of Central Indiana.
- In Southern Indiana along the Ohio River, river gauge heights peaked within the top 13 of the historic crests for at least nine of the gauges. Six (6) of the nine (9) gauges’ heights

recorded during the incident period were in the top ten of historic crests, with the majority falling either seventh or eighth on the all-time list.

- Vanderburgh County, in Southern Indiana, saw the wettest February on record, with 9.24 inches of precipitation. This broke the old record set in 2000 by almost two (2) inches. This record breaking precipitation is more than six (6) inches above the average for the month in Evansville. The wettest day was on February 24, 2018, with 3.45 inches of rain. The daily average of precipitation for Evansville, for the month of February, is 0.33 inches (typical average daily precipitation is 0.11 of an inch).

### **Voluntary Agency Assistance**

Volunteer agencies, as well as faith-based organizations and local governments, opened shelters throughout the impacted areas of our State. The Voluntary Organizations Active in Disasters (“VOAD”), and Community Organizations Active in Disasters (“COAD”), are key assets to help mitigate the challenges faced by Hoosier families during and after an incident.

Indiana 2-1-1, which is a non-profit organization, had received four hundred (400) flood related calls as of March 14, 2018, across eighty-three (83) counties (nine of the Indiana’s counties were being routed to the Louisville and Cincinnati areas, including: Clark, Floyd, Harrison and Jefferson counties). Indiana 2-1-1 completed at least 600 referrals.

Overall, the American Red Cross (“Red Cross”) regions covering Indiana activated at a Level IV and have provided assistance to 1,017 clients as of March 30, 2018. There have been a total of 374 cases open, with 111 of those remaining open as of March 30, 2018. The Red Cross also provided other assets, such as 12,200 meals; more than 8,500 snacks; 1,600 clean up kits; and 13,490 emergency supply items, including tarps, bleach, gloves, etc. The Red Cross noted over 700 major or destroyed homes statewide due to widespread flooding. Furthermore, the Red Cross personnel consisted of almost 400 individuals for this disaster, with 90% being volunteers.

Volunteer organizations, including the Red Cross and faith-based organizations, opened shelters in the impacted areas beginning on February 21, 2018 through March 10, 2018. Peak shelter occupancy occurred on February 22, 2018, with 59 occupants amongst the open shelters. The Red Cross, in particular, opened thirteen (13) shelters in Indiana, with nine (9) other shelters on alert/standby. For the entire period, Red Cross shelters provided over 375 overnight stays.

In Harrison County, six (6) homes have been mucked out by VOADs, with twelve (12) more homes still waiting for similar services. Twelve (12) other homes have been deemed unsafe.

In St. Joseph County, Anheuser-Busch provided over 2,000 cases of drinking water during the incident period.

As of March 28, 2018, the Southern Indiana COAD reported the following assistance intakes: seventy-four (74) in Clark County, one (1) in Perry County, one (1) in Spencer County, one (1) in Floyd County, and one (1) in Harrison County. Religious organizations, including Southern Baptist and United Methodist Committee on Relief (“UMCOR”), have both been working in the communities within the Southern Indiana COAD.

Notwithstanding the physical impact to the property and health of Hoosiers, this disaster has taken an emotional toll on people as well. Catholic Charities reported that they assisted seventy-five (75) individuals who received emotional support and advice on mental health relating to this disaster.

In addition, long-term recovery groups/committees are being formed or activating across Indiana. COADs and VOADs are also working to assist Hoosiers in the long road to recovery, but additional federal resources are needed not only to supplement this response but also to ensure its sustainability.

### **Description of Impact and Damage as a Result of the Incident**

Damage to homes, businesses, utilities, and infrastructure across our State has been significant and, in many areas, catastrophic.

Numerous schools were closed due to the flooding and subsequent road closures. Some school corporations, such as South Dearborn and Switzerland County Schools, mandated multiple day closures as a result of the heavy rain and flooding. In the town of Knox, schools were closed on February 26, 2018.

On February 25, 2018, a water rescue was conducted in Harrison County to evacuate at least fifteen (15) elderly individuals from their homes/apartments. Thirty-four (34) people were originally evacuated, but fifteen (15) had to be sheltered overnight by the Red Cross and Salvation Army, and several stayed a second night as well.

In Harrison County along the Ohio River, the Horseshoe Southern Indiana Casino was closed for ten (10) days during the incident period, beginning on February 22, 2018. Approximately 1,300 employees were unable to work during the closure. According to the EMA Director, Harrison County lost roughly \$50,000 per day in revenue, which impacted the community as a whole, including many secondary organizations benefitting from the revenues that this casino generates. Additionally, the State of Indiana lost \$255,049 per day, on average, in tax collection as a result of the casino's closure. The casino itself lost approximately \$731,113 each day it was closed, according to the Louisville Courier Journal.

In Switzerland County, the Belterra Casino was closed not only on February 23-27, 2018, but also for part of March 2, 2018. The casino is one of the major employers and sources of income in this rural county.

In Clark County, on February 23, 2018, Vectren was required to shut off the gas service, cap gas lines, and remove meters in Utica due to the flood waters, depriving approximately 800 customers of service.

In addition to the foregoing disruptions, the transportation sector experienced challenges due to flooding that covered certain roadways. At the peak of the disaster, the Indiana Department of Transportation ("INDOT") reported that sixty-two (62) state roads were closed across Indiana.



Substantially more local and county roads (in excess of 400) were closed throughout the incident period. Some roads remained underwater into the month of April, and many roads remain closed due to damage from the flooding. The road closures caused delays in emergency responses, as well as delays for school bus and commerce routes. Some of the counties that have been hit hardest with local road closures and highway issues include the following:

- Crawford County reported, and had verified, forty two (42) county roads damaged.
- Gibson County experienced a bridge washout near Owensville. This bridge closed a state road, plus additional county roads were closed due to pipe failure and sinkholes. State Road 165 had a culvert failure impeding traffic to a coal mine.
- Jefferson County reported thirty-one (31) county roads affected by the flooding.
- Perry County had ninety (90) culverts that were damaged and had to be either repaired or replaced due to this disaster.
- St. Joseph County reported nine (9) bridges that were damaged due to the flooding.
- Spencer County reported fifty (50) roads closed during the incident period, and most of these were damaged when the water receded.
- Switzerland County had ten (10) bridges underwater during the reporting period.
- Vanderburgh County reported thirty-three (33) roads closed and twenty-six (26) water rescues.
- Wabash County has three (3) bridges with significant damages from flooding.

In Jasper County in Northwestern Indiana, a levee break forced preemptive evacuations on February 16, 2018, along the Kankakee River near Demotte, south of Hebron. Officials requested about 30 homeowners to evacuate their homes. Power was shut off by NIPSCO (the power company) on February 17, 2018. The levee did breach on February 18, 2018, which affected adjoining counties as well.

#### **Preliminary Damage Assessment Findings, Conduct and Accessibility**

Forty-eight counties (48) had individuals report damages via the self-reporting tool maintained by the Indiana Department of Homeland Security (“IDHS”); and at least 1,366 unverified reports have been submitted.

On March 14, 2018, I directed IDHS to seek a joint federal, state, and local survey of the damaged areas. Preliminary damage assessments indicated that the most impacts were to public property, including debris, utility infrastructure, bridges, roads, buildings, water systems,

wastewater treatment plants, water control devices, emergency response, parks and recreational areas. I also requested a joint preliminary damage assessment for homes in order to determine the extent of damages to residents and the need for Individual Assistance.

IDHS submitted a formal request to FEMA for assessment assistance on March 15, 2018. Individual Assistance (IA) FEMA teams arrived in our State on March 19, 2018, and completed the IA JPDA of the nine (9) counties on April 4, 2018. The Public Assistance (PA) JPDA was conducted during the period of March 26 through April 5, 2018.

For Individual Assistance, four (4) teams were utilized and worked in the northern counties of our State (Carroll, Elkhart, Lake, Marshall, and St. Joseph) beginning on March 19, 2018, following the kick-off meeting in South Bend (St. Joseph County). These northern assessments continued, with weather delays, through March 24, 2018. On March 25, 2018, teams traveled to the southern counties of our State (Clark, Floyd, Harrison, and Jefferson) and conducted assessments in those counties during the period of March 26 – 28, 2018. Moving to the southern part of the State at that time also allowed for Public Assistance teams to begin assessments in Northern Indiana without experiencing overlap. Teams were allowed to observe (no work conducted) the Easter Holiday weekend, March 30 – April 1, 2018, which included Good Friday (an Indiana State holiday). IA assessments were conducted in Elkhart and St. Joseph counties during the period of April 3 – 4, 2018, concluding at close of business on April 4, 2018. Two teams were utilized during the final phase of assessments. Throughout the JPDA process, teams were dealing with adverse weather conditions (including rain, storms, ice, snow and cold) that hindered their progress.

The following numbers were agreed upon by IDHS and FEMA in connection with damage to homes in Indiana:

Destroyed: 11  
Major: 631  
Minor: 684  
Affected: 539

Thus, a total of 1,865 homes were affected by the flooding in Indiana, and FEMA estimates place the cost of damage to be \$19,866,502.

The Individuals and Households Program (“IHP”) cost estimates are 1,633 uninsured households that could cost \$18,228,278 in estimated housing assistance. The estimated other needs assistance (“ONA”) is 1,583 uninsured households that could cost an additional \$2,104,298 in assistance. See attached “Enclosure A” for report(s).

The survey results of the Small Business Administration (“SBA”) indicate that seven (7) counties meet SBA criteria: Clark, Elkhart, Floyd, Harrison, Jefferson, Marshall and St. Joseph counties. There was major damage for 297 homes and 30 businesses, while 1,180 homes and 360 businesses had minor damage. Total damage costs for homes is \$14,038,000; and total damage costs for business is \$7,426,000. See attached “Enclosure C” for reports.

For Public Assistance, the kickoff meeting occurred in St. Joseph County on March 26, 2018. Teams began in the northern part of Indiana, with five (5) teams conducting the assessments. PA teams were also granted the Good Friday and Easter Holidays. Assessments in the southern part of Indiana began on April 3, 2018 (following a travel day on April 2, 2018) with Public Assistance damage assessments concluding on April 5, 2018. Throughout the JPDA process, continued rain and storms, compounded by extremely saturated grounds, hindered the teams' ability to enter all areas affected during the incident period. Flooding prevented teams from being able to access or observe all the damages.

JPDAs for PA were conducted in the following counties: Jasper, Lake, LaPorte, Newton, Porter, Elkhart, Fulton, Kosciusko, Marshall, Pulaski, St. Joseph, Starke, LaGrange, Noble, Wabash, Benton, Carroll, Tippecanoe, Warren, White, Vermillion, Clark, Dearborn, Floyd, Harrison, Jefferson, Ohio, Switzerland, Crawford, Gibson, Perry, Spencer, Vanderburgh, and Warrick; and the following state agencies: Indiana Department of Transportation, Indiana Department of Homeland Security, Indiana State Department of Health, Indiana Department of Correction, and Indiana Department of Natural Resources.

Counties that have met or exceeded their FEMA threshold for Public Assistance include the following: Benton, Clark, Crawford, Dearborn, Elkhart, Floyd, Fulton, Gibson, Harrison, Jasper, Jefferson, LaPorte, Marshall, Newton, Ohio, Perry, Porter, Spencer, St. Joseph, Starke, Switzerland, Vanderburgh, Vermillion, Wabash, Warren, Warrick, and White. State Agencies included Indiana Department of Transportation, Department of Natural Resources, Department of Correction, State Department of Health, and Department of Homeland Security.

As for Public Assistance, the Summary of Eligible Public Assistance from the PDA conducted during the period of March 26 – April 5, 2018, indicates significant levels of eligibility. Some of the highlighted counties include:

- Crawford County: \$19.69 County Per Capita
- Dearborn County: \$24.19 County Per Capita
- Fulton County: \$12.36 County Per Capita
- Jasper County: \$11.84 County Per Capita
- Jefferson County: \$32.51 County Per Capita
- Marshall County: \$25.19 County Per Capita
- Ohio County: \$25.36 County Per Capita
- Perry County: \$21.44 County Per Capita
- Switzerland County: \$56.28 County Per Capita
- Vermillion County: \$12.70 County Per Capita
- Warren County: \$17.62 County Per Capita

With respect to the twenty-seven (27) counties and five (5) state agencies that met damage thresholds, the total damages were reported and verified at \$14,168,845. See attached "Enclosure B". This does not include counties visited and verified by FEMA – but not currently meeting the threshold – which would add another \$722,287 in damages.

### **State and Local Government Actions**

In connection with this disaster, the State of Indiana responded to the fullest extent possible. Numerous state agencies and organizations participated in the State's response, as follows:

- The State Emergency Operations Center ("SEOC") directed resources in response to this disaster, with the goal of saving lives and preventing property damage.
- The Indiana Department of Homeland Security ("IDHS") provided overall direction and control, logistical support, planning, administration, and leadership in SEOC, including maintaining infrastructure status and county travel conditions across Indiana. Field staff throughout the State assisted local agencies. Over 859,000 sandbags and 479 rolls of Blue Line were distributed throughout Indiana during the disaster. As of the date of this application, IDHS has incurred response costs of approximately \$148,720.
- The Indiana State Police ("ISP") provided emergency response/rescue, security, law enforcement intelligence, and assisted with traffic facilitation.
- The Indiana Housing and Community Development Authority ("IHCDA") provided assistance to one hundred forty-three (143) families through hotel vouchers (for 85 households) and rental assistance (for 58 households). The families assisted by IHCDA were displaced from their homes due to this disaster.
- The Indiana Department of Transportation ("INDOT") provided personnel and equipment for debris removal, traffic re-routes due to flooding, and emergency repairs. As of the date of this application, INDOT has incurred response costs of approximately \$330,000.
- The Indiana Department of Natural Resources ("IDNR") was also an integral resource to the disaster response by providing personnel and equipment for numerous water rescues and support of local dam safety issues. Furthermore, IDNR provided assistance in connection with several river closures and related activity. As of the date of this application, IDNR has incurred response costs of approximately \$20,676.
- The Indiana Department of Correction ("IDOC") IDOC provided personnel and offenders to assist with flood control efforts as well as debris removal and disposal. As of the date of this application, IDOC has incurred response costs of approximately \$3,630.
- The Indiana State Department of Health ("ISDH") sent supplemental tetanus vaccines to Carroll, Clark, Dearborn, Jefferson, Marshall, and Perry counties.
- The Indiana Department of Environmental Management ("IDEM") has been involved with issues relating to the environment, which were a significant aspect of this disaster.

- The Indiana National Guard (“ING”) provided personnel and equipment for flood response, and assisted with evacuations and sandbagging operations. They also assisted with providing transportation of critical supplies.

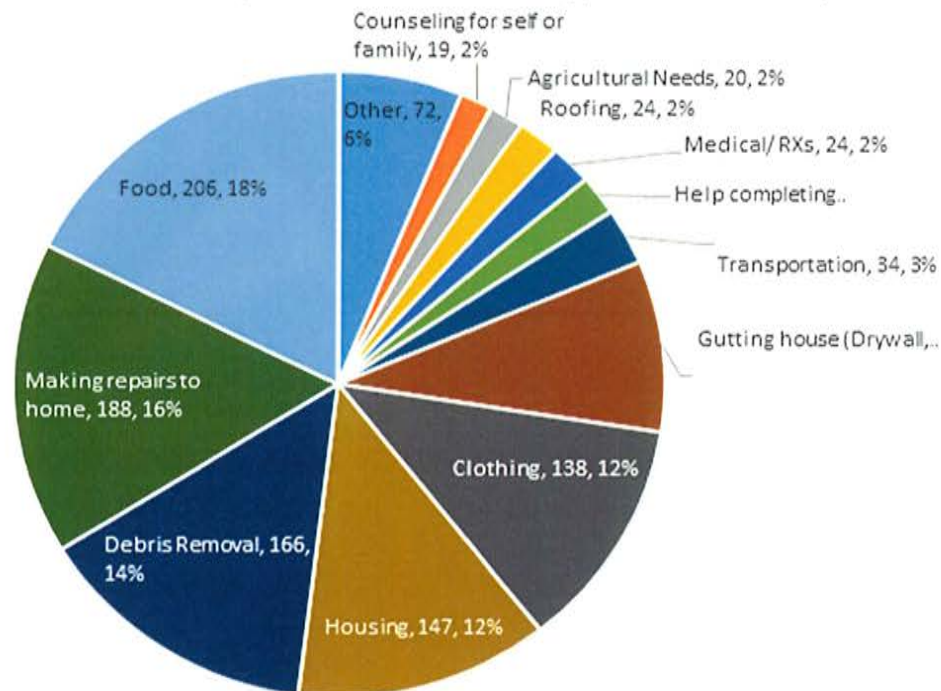
In addition, the U.S. Army Corp of Engineers has provided valuable assistance and collaboration during this disaster, by assisting with waterway issues such as dams and levees.

Local offices known as “Disaster Recovery One Stop Shops” were arranged across the State to provide convenient locations for disaster survivors to begin their journey to recovery. These One Stop Shops are located within impacted communities in order to bring government and recovery services to a single location where survivors can have all their questions answered and begin addressing needs. The One Stop Shops were organized by IDHS, and the state agencies and other organizations participating in these offices included the following:

- Indiana State Department of Health (ISDH), along with County Health Agency Staff
- Indiana Bureau of Motor Vehicles (BMV)
- Indiana Family and Social Services Agency (FSSA)
- Indiana Housing and Community Development Authority (IHCDA)
- Indiana Department of Insurance (DOI)
- Indiana Board of Animal Health (BOAH)
- Indiana Voluntary Organizations Active in Disaster (INVOAD)
- American Red Cross
- Salvation Army
- Federal Legislator’s Offices

The services provided at these One Stop Shops included, for example: vital records restoration and/or replacement, federal records replacement; mold and cleanup guidance and supplies; wellness assistance, including tetanus shots, mental health and crisis counseling referrals, as well as emotional support; temporary and short term housing assistance; replacement food stamps for current recipients who lost food purchased with their benefits; assistance applying for Medicaid; application assistance for Supplemental Nutrition Assistance Program (“SNAP”) benefits; assistance applying for Temporary Assistance for Needy Families (“TANF”) benefits; review of insurance issues with insurance providers; guidance and assistance addressing issues of pet and livestock care; information about the declaration and recovery processes; water and snacks; and arranging for volunteers to help muck out homes, remove debris, and begin drying out affected homes and businesses.

**Immediate Needs Met per Household**  
 (Individuals can request more than one type of assistance)



The One Stop Shop locations assisted over 530 households and over 1510 individuals, by utilizing over 110 state employees (number does not include IDHS staff that were working normal response & recovery duties). There were also 42 volunteers from non-profit organizations donating their time to assist those in need. The feedback from these operations was extremely positive, with many survivors who visited these One Stop Shops expressing their appreciation for the assistance provided to them. The voluntary exit evaluations ranked the services and assistance highly.

As noted in the Volunteer Response section, the Catholic Charities have assisted seventy-five (75) individuals. At the One Stop Shops, the staff of the State Disaster Mental Health Program of ISDH offered or conducted psychological education for all individuals attending, but also provided secondary screening for approximately forty-two (42) individuals and post-secondary triage for emergent mental health needs for 8 individuals.

The State Disaster Relief Fund (“SDRF”), established under Indiana Code § 10-14-4 and implemented by Title 290 of the Indiana Administrative Code, provides State funding for disasters that do not rise to the level of a Presidential major disaster declaration. The SDRF is currently fully obligated to previous gubernatorial disasters and, accordingly, no funds are available for the current disaster described herein. Grants of up to \$5,000 per household are

available under the SDRF for structure repair and contents damages. Over \$1.6 million is currently obligated for infrastructure assistance. To be eligible for an SDRF infrastructure grant, a county must first meet or exceed the current indicator of \$3.68 per capita. The grant formulae established by law provides only 50% of the damage costs less \$1 per capita.

Notably, funds from the SDRF have been heavily utilized over the past two years in our State:

- Event 14430 distributed \$285,236.39 (2015 event paid in 2017)
- Event 14833 distributed \$253,959.20
- Event 14849 distributed \$107,966.65
- Event 15165 distributed \$14,318.82
- Event 15170 distributed \$11,227.05

The SDRF fund balance currently is \$1,507,173.21. In accordance with the SDRF rule, there is a max ceiling for the first event of \$602,869.29 or the equivalent of 120.6 maximum grants of \$5,000 each for individual assistance. If both IA and PA were declared for the flooding, one would have a ceiling of \$602,869.29 and the other would have a ceiling of \$361,721.57. The current level of availability of the SDRF funding cannot support the estimated costs of this disaster. It is neither extensive enough to cover the broad levels of damage, nor sufficient enough on either an individual or public assistance level to provide effective relief for this type of event.

Indiana's current basic five-year Hazard Mitigation Plan was updated and approved by FEMA on April 23, 2014.

### **Impacted Population**

While the flooding has caused significant devastation across Indiana, the vast majority of Hoosiers do not have flood insurance, and homeowner's policies generally do not cover flood damage. There are 22,800 flood insurance policies in effect in Indiana in 2018. Over the past several years, the number of flood policyholders has been declining in Indiana.

The percentage of affected homeowners with insurance coverage ranged from only 5% in Marshall County, to 35% in Clark County, with an average of 17% for the nine (9) reporting Indiana counties. This large uninsured population exceeds the ability of the local organizations and Indiana VOAD to provide satisfactory assistance and could impact all affected Hoosiers.

The following chart demonstrates the demographics of the impacted areas of this disaster:

	Average of Persons Below Poverty Level*	Median Household Income*	Percent Elderly*	Percent Disabled*	Percent Pre-Disaster Unemployment*
National Average	15.1%	\$55,322	14.5%	12.5%	7.4%
State/Tribe Average	15.0%	\$50,433	14.3%	13.6%	6.9%
List Jurisdictions Requested	%	\$	%	%	
Carroll County	10.8%	\$54,140	17.8%	15.5%	6.9%
Clark County	15.1%	\$51,844	14.2%	15.4%	6.2%
Elkhart County	14.9%	\$49,962	13.3%	13.4%	6.5%
Floyd County	12.1%	\$57,494	14.5%	13.6%	6.4%
Harrison County	13.2%	\$52,926	16.1%	17.9%	6.7%
Jefferson County	14.5%	\$47,065	16.0%	14.9%	7.4%
Lake County	17.6%	\$50,905	14.6%	13.9%	9.6%
Marshall County	11.6%	\$49,725	16.2%	13.8%	7.7%
St. Joseph County	17.2%	\$46,174	14.3%	13.4%	7.5%

\* Data from the U.S. Census Bureau via Fact Finder (2016 American Community Survey).

### **Recent Disaster History of the State Including the Past Twelve Months**

Indiana has experienced numerous disaster events, many of which have not risen to declaration status over the past twelve (12) months or felt the impacts of events outside the past twelve (12) months. The following presents a summary of the major events in our State:

- April 2017: Dubois County flooding was SBA Declared
- May 2017: Washington County flooding was SBA Declared
- July 2017: Northern Indiana tornadoes, heavy rain, flooding event (White Cass, Allen, and Pulaski counties)
- August 2017: Benton County-Boswell flooding event
- November 2017: Delaware, Jay, Blackford tornado/severe weather events



Many localized events across our State in the last two years have placed a heavy burden on the Indiana Voluntary Organizations Active in Disasters (IN VOAD). IN VOAD utilized countless resources in the 2016 Flooding (SBA 14833/14834) and Tornado Outbreak (SBA Declaration 14849/14850). These events were followed by more VOAD demand during 2017, when virtually all of the events in Indiana had an extremely localized impact – not eligible for many forms of assistance.

Highlights of the events that have severely impacted the Indiana and VOAD resources include the following:

- In April 2017, severe storms and flooding affected not only Dubois County, but also the contiguous counties of Crawford, Daviess, Martin, Orange, Perry, Pike, Spencer, and Warrick. These counties were declared under the SBA Declaration 15170 and 15171.
  - The Indiana State Disaster Relief Fund was opened to those denied by the SBA. Many individuals were assisted by local and state voluntary agencies.
  - Crawford, Perry, Spencer and Warrick counties have been heavily impacted by this current disaster.
- In May 2017, severe storms and flooding affected not only Washington County (namely the town of Salem), but also the contiguous counties of Clark, Crawford, Floyd, Harrison, Jackson, Lawrence, Orange, and Scott. These counties were declared under SBA Declaration 15165 and 15166.
  - The Indiana State Disaster Relief Fund was opened to those denied by the SBA. Many individuals were assisted by local and state voluntary agencies.
  - Clark, Floyd, and Harrison counties are included in this current request, while Crawford and Jackson counties were heavily impacted by the current disaster.
- In July 2017, many of the same areas impacted by the current disaster (mostly Northern Indiana) saw heavy rain and storms, and flooding, from July 19 – 23, 2017. Several locations across Northern Indiana experienced more than 4 inches of rain in the five (5) day period. Additionally, high winds and hail caused damage on July 23, 2017, across Northern Indiana, as well as North-Central Indiana (specifically, White, Cass, Allen, and Pulaski counties). One EF0 tornado touched down north of Idaville in White County, causing some property damage, including to a residence and outbuildings.
- In August 2017, extremely heavy rain in Benton County caused the Town of Boswell to experience extensive flooding. Homes were damaged and evacuated due to the high water and significant amounts of rain (per WLFI news, up to 8 inches of rain over several days). This particular event did not rise to the SBA declaration level, so local and state resources and VOADs provided assistance.

- A major storm system impacted the entire State on November 5, 2017, with damage being caused by tornadoes, wind, and flooding. Damage was concentrated in Delaware, Jay, and Blackford counties. Although the counties were fortunate to escape more significant damage, Indiana VOAD members and COADs worked together to respond, taxing the resources available to them.

People impacted by weather-related disasters have relied heavily upon the United Methodist Committee on Relief (“UMCOR”) for needed assistance. UMCOR has found it difficult to respond to the current 2018 disaster due to the degree of commitment and recovery on-going in South Bend from the flooding that occurred in August 2016. Volunteers completing their work in South Bend have been unable to respond elsewhere, diminishing their availability to respond to the current disaster. Coordination of volunteers and grant writing have become more challenging at the State level, as many resources are already committed. Some of the assistance that UMCOR has or is providing includes the following:

- UMCOR has provided assistance to the South Bend area since the floods of August 2016 (SBA Declaration 14833/14834). Besides an initial team that did assessments on 52 homes, debris removal, and mucked out 20 homes, UMCOR has provided \$10,000 in emergency grant funding to the South Bend area. UMCOR remains in the area providing case management, construction management support, and volunteer management. A total of \$200,000 in grant funding has been utilized by UMCOR. In 2017, forty volunteers worked construction for approximately 680 hours, with an estimated labor value of \$16,415. Nineteen homes were repaired and twenty cases were closed. Ten to twelve cases are currently being worked and in the repair process.

Catholic Charities has been active not only in the current disaster, but also all prior disasters in Indiana. However, Catholic Charities has found that the more “low-attention” or isolated disasters negatively impacts their ability to respond, as this type of disaster does not produce enough donations to cover the money being spent. In calendar year 2016, Catholic Charities spent \$235,625 on disasters across Indiana, with the majority of money being spent in St. Joseph County for flooding (\$180,000). In 2017, Catholic Charities spent nearly \$262,000 on eight incidents across the State, with only two of those being declared by SBA. The highest total was spent on the Dubois County flooding, with \$98,232 (SBA 15170/15171). However, the second highest total was for the Ripley County tornado, which occurred in October 2016 (with Catholic Charities providing more than \$76,000). Not including gift cards, Catholic Charities has assisted 209 families in Indiana. For the current disaster, Catholic Charities has already spent \$48,179.

Since the Kokomo tornado in August 2016, the Salvation Army has provided the following response/recovery assistance, including (as of March 28, 2018): served 4,287 meals, 5,619 drinks, and 7,437 snacks. The Salvation Army also conducted 200 client interviews, completed 137 referrals to other agencies, opened 200 cases, and assisted a total of 676 individuals. Other resources provided have included lodging, gift cards, clean up kits, and personal items such as clothing and hygiene.

In 2017, Presbyterian Disaster Assistance provided \$5,000 of initial grant funds for two incidents of church damage, as follows: one in Steuben County for flooding/storms in May, and another in June for flooding/storms in Carroll County. To date, Presbyterian Disaster Assistance has received \$5,000 for damage to a church in LaPorte County.

### **Brief Analysis of Infrastructure Damage by Category**

Actual JPDA estimates from counties who met their threshold along with Indiana state agencies of IDHS, INDOT, DNR, ISDH, and DOC are \$14,168,845. Out of ninety-two (92) counties in Indiana, there were twenty-seven (27) counties above the threshold. The State of Indiana has \$2.30 per capita from the Joint Preliminary Damage Assessment in verified damages.

From the Summary of Eligible Public Assistance from the PDA, the types of PDA damage include the following:

- Category A - Debris - 8.34% of the damages
- Category B - Emergency Protective Measures - 11.86% of the damages
- Category C - Roads - 47.67% of the damages
- Category D - Water - 13.6% of the damages
- Category E - Facility & Equipment - 2.92% of the damages
- Category F - Utility - 6.49% of the damages
- Category G - Parks & Recreation - 9.13% of the damages

Counties, cities and towns impacted by this disaster have experienced a catastrophic flooding event that damaged individual housing, public buildings, businesses, roadways, utilities, and river-related structures such as bridges and levees. The response costs for this flooding event have been felt throughout Indiana's economy, but rebuilding and correcting the damage will take much longer. Without federal assistance, there is a high risk that routine maintenance and projects meriting attention will be delayed, in some cases indefinitely. Coupled with the significant damage from the storms and related flooding, the failure to keep up or improve the affected areas likely will lead to further decline of the affected communities.

With the cumulative impacts from numerous localized events over the past two years (described above), communities in our State are struggling to manage and finance necessary repairs. Federal assistance is critical for Hoosier recovery. Mitigation for community resiliency is nearly impossible due to the financial burden of required repairs.

On behalf of the people of Indiana, I respectfully request your full consideration and subsequent approval of my request as described herein.

Sincerely,

A handwritten signature in black ink, appearing to read "Eric J. Holcomb". The signature is written in a cursive, slightly slanted style.

Eric J. Holcomb  
Governor of Indiana

Enclosures:

OMB No. 1660-0009/FEMA Form 010-0-13

Enclosure A: Individual Assistance Summary

Enclosure B: Public Assistance Summary

Enclosure C: Estimated Assistance from Other Federal Agency Programs

Attachment 1: National Weather Service Rainfall Report

Attachment 2: County by County Impact Statements

Attachment 3: Weather Information