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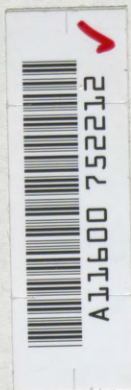
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CALIFORNIA DISASTER RELIEF ACT OF 1969

GOVERNMENT
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HEARINGS BEFORE THE SUBCOMMITTEE ON ROADS OF THE COMMITTEE ON PUBLIC WORKS UNITED STATES SENATE NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 993

A BILL TO PROVIDE ASSISTANCE TO THE STATE OF CALIFORNIA
FOR THE RECONSTRUCTION OF HIGHWAYS AND FOREST ROADS
DAMAGED BY RECENT STORMS, FLOODS, LANDSLIDES, AND HIGH
WATER

APRIL 1 AND 3, 1969

Serial No. 91-7

Printed for the use of the Committee on Public Works



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CALIFORNIA DISASTER RELIEF ACT OF 1969

TUESDAY, APRIL 1, 1969

U.S. SENATE,
SUBCOMMITTEE ON ROADS,
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 4200, New Senate Office Building, Senator B. Everett Jordan (Chairman of the subcommittee) presiding.

Present: Senators Jordan (presiding) and Randolph.

Also present: Richard B. Royce, chief clerk and staff director; Barry Meyer, counsel; and Bailey Guard, assistant chief clerk (minority).

Senator JORDAN. The subcommittee will please come to order.

Good morning, ladies and gentlemen. Today we begin hearings on S. 993, the California disaster relief bill. This bill is designed to assist the people and the State of California to recover from the destruction which followed the very heavy rains of this winter.

We shall hear from a number of State and county officials who will give us a better understanding of the problems which have arisen as a result of the flooding which has occurred. We also shall hear from the Federal agencies which have responsibility for rendering assistance in times of emergency and will listen to their recommendations with regard to what should be done.

It is quite possible that the committee, in view of the impending flooding which may result from the thawing of the very heavy snows in the Northwest, Midwest, and Northeast, will want to consider expanding the scope of these hearings to discuss improving the Federal disaster assistance programs. That would eliminate the necessity for holding hearings on each disaster individually and avoid delaying relief until long after the disaster has occurred, as is the situation in this instance.

Before we hear our first witness I would like to include in the record a copy of S. 993 along with views from several agencies.

(The exhibits are as follows:)

(1)

91ST CONGRESS
1ST SESSION

S. 993

IN THE SENATE OF THE UNITED STATES

FEBRUARY 7, 1969

Mr. MURPHY introduced the following bill; which was read twice and referred to the Committee on Public Works

A BILL

To provide assistance to the State of California for the reconstruction of areas damaged by recent storms, floods, landslides, and high waters.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That Congress hereby recognizes (1) that the State of
4 California has experienced extensive property loss and dam-
5 age as a result of storms, floods, landslides, and high waters
6 during December 1968 and January and February 1969,
7 (2) that much of the affected area is federally owned and
8 administered, and (3) that the livelihood of the people in
9 the area is dependent upon prompt restoration and recon-
10 struction of transportation facilities and public works proj-

1 ects, and therefore Congress declares the need for special
2 measures designed to aid and accelerate this State in its
3 efforts to provide for the reconstruction and rehabilitation
4 of these devastated areas.

5 SEC. 2. There is authorized to be appropriated, out of
6 any money in the Treasury not otherwise appropriated,
7 an amount not exceeding \$15,000,000 for the fiscal year
8 ending June 30, 1969, and not to exceed \$15,000,000 for
9 the fiscal year ending June 30, 1970, for allocation to the
10 State of California by the President, for the temporary and
11 permanent repair and reconstruction of highway facilities
12 not on any of the Federal-aid systems and for which no
13 emergency funds are available under any existing provision
14 of Federal law.

15 SEC. 3. (a) Notwithstanding provisions of existing con-
16 tracts, the Secretary of the Interior and the Secretary of
17 Agriculture, separately, and as part of the regular road and
18 trail construction program, shall reimburse timber sale con-
19 tractors or otherwise arrange to bear road and trail con-
20 struction and restoration costs either directly or in coopera-
21 tion with timber purchasers to the extent of costs deter-
22 mined by the respective Secretary as incurred or to be in-
23 curred for restoring roads in any stage of construction au-
24 thorized by a contract for the purchase of timber from lands
25 under his jurisdiction to substantially the same condition as

1 existed prior to the damage resulting from the storms, floods,
2 landslides, and high waters during December 1968 and Jan-
3 uary and February 1969 in California, and to the extent
4 costs determined by the respective Secretary as incurred or
5 to be incurred for completing road construction not performed
6 under any such contract prior to the storms, floods, land-
7 slides, and high waters but which, because of changed con-
8 ditions resulting from the storms, floods, landslides, and
9 high waters, exceed road construction costs as originally
10 determined by the respective Secretary. The costs for such
11 road restoration, reconstruction, and construction under any
12 single timber purchase contract on roads not accepted prior
13 to the storms, floods, landslides, and high waters, whether
14 construction was complete, partial, or not yet begun, shall
15 be borne as follows: 15 per centum of all amounts shall be
16 borne by the timber purchaser, except that such purchaser
17 shall not be required to bear costs of more than \$4,500,
18 and the Secretary shall bear the remaining portion of such
19 costs. This subsection shall not apply (1) in the case of any
20 road restoration or reconstruction if the cost of such restora-
21 tion or reconstruction is less than \$500, and (2) in the
22 case of any road construction if the increase in the cost of
23 such construction as the result of the storms, floods, land-
24 slides, and high waters is less than \$500 more than the con-

1 struction costs as originally determined by the respective
2 Secretary.

3 (b) Where the Secretary determines that damages are
4 so great that restoration, reconstruction, or construction is
5 not practical under the cost-sharing arrangement author-
6 ized by subsection (a) of this section, the Secretary may
7 allow cancellation of the contract notwithstanding provisions
8 therein.

9 (c) Paragraph (5) of section 5 of the Federal-Aid
10 Highway Act of 1968 is amended to read as follows:

11 “(5) For forest development roads and trails, \$187,-
12 500,000 for the fiscal year ending June 30, 1970, of which
13 not to exceed \$17,500,000 shall be used solely for the con-
14 struction, repair, and reconstruction of forest development
15 roads and trails in the State of California necessary because
16 of the storms, floods, landslides, and high waters in such
17 State during December 1968 and January and February
18 1969, and \$170,000,000 for the fiscal year ending June 30,
19 1971.”

20 (d) The Secretary of Agriculture is authorized to reduce
21 to seven days the minimum period of advance public notice
22 required by the first section of the Act of June 4, 1897 (16
23 U.S.C. 476), in connection with the sale of timber from
24 national forests, whenever the Secretary determines that the
25 sale of such timber will assist in the reconstruction of any

1 area of California damaged by storms, floods, landslides, and
2 high waters during December 1968 and January and
3 February 1969.

4 SEC. 4. The Secretary of the Interior is authorized to
5 give any public land entryman such additional time in which
6 to comply with any requirement of law in connection with
7 any public land entry for lands in California as the Secretary
8 finds appropriate because of interference with the entryman's
9 ability to comply with such requirement resulting from
10 storms, floods, landslides, and high waters during December
11 1968 and January and February 1969.

12 SEC. 5. In the administration of the disaster loan pro-
13 gram under section 7 (b) (1) of the Small Business Act, as
14 amended (15 U.S.C. 636 (b)), in the case of property loss
15 or damage in the State of California resulting from the storms,
16 floods, landslides, and high waters during December 1968
17 and January and February 1969, the Small Business Ad-
18 ministration, to the extent such loss or damage is not com-
19 pensated for by insurance or otherwise, (1) shall at the bor-
20 rower's option on that part of any loan in excess of \$500 (A)
21 cancel up to \$2,500 of the loan, or (B) waive interest due
22 on the loan in a total amount of not more than \$2,500 over
23 a period not to exceed three years; and (2) may make direct
24 loans to any person suffering such loss or damage without re-
25 gard to whether the required financial assistance is otherwise

1 available from private sources, and may waive interest pay-
2 ments and defer principal payments on such loan for the first
3 three years of the term of the loan.

4 SEC. 6. In the administration of the emergency loan
5 program under subtitle C of the Consolidated Farmers Home
6 Administration Act of 1961, as amended (7 U.S.C. 1961-
7 1967), in the case of property loss or damage in the State of
8 California resulting from storms, floods, landslides, and high
9 waters during December 1968, and January and February
10 1969, the Secretary of Agriculture shall, to the extent such
11 loss or damage is not compensated for by insurance or other-
12 wise, at the borrower's option on that part of any loan in
13 excess of \$500 (1) cancel up to \$2,500 of the loan, or (2)
14 waive interest due on the loan in a total amount of not
15 more than \$2,500 over a period not to exceed three years
16 without regard to whether the required financial assistance
17 is otherwise available from private sources.

18 SEC. 7. This Act, other than the amendment made by
19 section 3 (c), shall not be in effect after June 30, 1970,
20 except with respect to payment of expenditures, obligations,
21 and commitments entered into under this Act on or before
22 such date.

23 SEC. 8. This Act may be cited as the "California Dis-
24 aster Relief Act of 1969".

AGENCY VIEWS

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, March 24, 1969.

HON. JENNINGS RANDOLPH,
Chairman, Committee on Public Works,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your February 12, 1969 request for the Department of Agriculture's views on S. 993 "To provide assistance to the State of California for the reconstruction of areas damaged by recent storms, floods, landslides and high waters."

We note that Sections 3, 6 and 7 would affect the Department of Agriculture. Section 3 would modify present authorities and practices for reimbursement of timber sale contractors for costs of restoring roads in any stage of construction that were built in connection with timber sale contracts that were damaged or destroyed by recent California storms. Section 3 would also reduce to seven days the minimum period of advance notice required for timber sales from National forests whenever the Secretary determines the sale of such timber will assist in reconstruction of any damaged area of California. It would also authorize additional funds for National forest roads and trails. Section 6 would authorize the Farmers Home Administration to make Emergency loans in designated Emergency loan counties in California to established farmers and ranchers who have suffered uncompensated loss or damage resulting from recent storms, floods, landslides, and high waters, without regard to their ability to get credit from other sources, to repair or restore their damaged property and to continue their normal farming or ranching operations. Section 6 would also authorize in connection with such loans in excess of \$500 (a) the cancellation of up to \$2,500, or (b) the forgiveness of interest to the extent of not to exceed \$2,500 over a period not to exceed three years. The amount of the cancellation or forgiveness would be determined by the amount of the applicant's damage above \$500 and the amount of his loan. Section 7 provides that this legislation shall not be in effect after June 30, 1970 with certain exceptions.

Our comments on the specific sections of this bill directly affecting this Department are as follows:

"Section 3(a). The Forest Service Timber Sale Contract Forms (2400-5 and 2400-5T 7/65) were changed after the experience with the damaging storms during the winter of 1964-65. The relief afforded in the new contract forms should not be overridden by the provisions of this legislation. Even though the Forest Service has a new form that can meet the problem, there are some outstanding contracts on forms that were in use before the 1964-65 winter floods. These, of course, do not have the provisions developed after the experiences of 1964-65. We should point out that since existing contracts on the old contract form were entered into there have been substantial rises in prices of lumber and plywood. This raises a serious question as to whether this subsection is needed to give relief to those who have already been the beneficiaries of these price rises. However, if the Committee should look with favor on the purpose of this subsection, we suggest that the provisions should be along the lines of the new contract provisions. Briefly, under the new contract, where damage of the kind experienced or anticipated this spring results in additional work by the purchaser in restoring specified roads in any stage of construction authorized by the contract for the purchase of timber with an estimated cost: (1) of more than \$1,000 for sales under one million board feet, or (2) of more than \$1.00 per thousand board feet to sales over three million board feet, the estimated cost of construction is revised to take into account the entire cost of performing the additional work. We believe such a provision would be desirable for the equal treatment of all purchasers of government timber.

"(b) Because of uncertainty in the provisions of some timber sale contracts in regard to the Secretary's cancellation authority, we have no objection to this provision.

(c) This subsection should be deleted. No additional authorization is required to perform the work required. In fact, 23 U.S.C. 125, as amended by P.L. 90-495 adequately covers any foreseeable requirements.

"(d) Our concern here is that the provision is not broad enough to cover the need to make quick emergency sales in areas outside of California and also in situations arising from other causes such as wind and ice storms when sales need to be made quickly both to get logs to mills whose supplies are cut off and to get logs out of the woods before insect infestations set in. The subsection should be broadened to cover these situations as well.

"Section 6. The Department does not recommend the enactment of this section. Emergency loans are made pursuant to Subtitle C of the Consolidated Farmers Home Administration Act of 1961, as amended, in areas where damage resulting from a natural disaster has created a general need among established farmers and ranchers for temporary agricultural credit which cannot be met by other sources including the other Farmers Home Administration loan programs. These emergency loans are made by the Farmers Home Administration out of the Emergency Credit Revolving Fund. The Revolving Fund was established to assure that a standby source of funds would be available when needed as the result of a natural disaster.

"Emergency loans are expected to be paid over the shortest period consistent with estimated ability. Generally, loans for annual operating expenses are payable from the year's income. However, when there will not be sufficient income to do this because of damage already caused by a natural disaster, the amount involved may be scheduled for payment over the shortest period consistent with estimated ability, but not beyond three years. Loans for real estate purpose are payable in annual installments over periods up to 20 years but where income will not be available to meet the initial installment, because of a natural disaster, that installment may be deferred until income is available but not beyond three years.

"If the proposed legislation is enacted, Emergency loans to applicants as described above would be made under the same policies and for the same purposes as loans are being made in designated counties in 37 other states except with regard to suspension of the "credit elsewhere" statutory eligibility requirement and the forgiveness authorization described above.

"The Department feels that Government funds should continue to be loaned only to applicants who are unable to obtain credit from other sources. We believe that the credit needs of California farmers and ranchers can be met under present policies. If this bill is enacted, it is estimated that the amount needed for California would be about twice the amount which would be required under present policies. Also, if the bill is enacted, provisions should be made for reimbursing the Revolving Fund for amounts cancelled or forgiven.

"Section 7. If other changes are made, this section will need to be modified accordingly."

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

J. PHIL CAMPBELL, *Under Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 3, 1969.

HON. JENNINGS RANDOLPH,
Chairman, Committee on Public Works,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for Bureau of the Budget comments on S. 993, a bill "To provide assistance to the State of California for the reconstruction of areas damaged by recent storms, flood, landslides, and high waters." The bill is concerned with property loss and damage in California during December 1968 and January and February 1969.

Your Committee has asked interested agencies to comment on S. 993 and those agencies have made a number of recommendations with respect to specific provisions of the bill. We generally concur in those recommendations.

Section 2 would authorize appropriations of \$15 million for fiscal year 1969 and \$15 million for 1970 for the temporary and permanent repair and reconstruc-

tion of "highway facilities not on any of the Federal-aid systems and for which no emergency funds are available under any existing provision of Federal law." The section does not specify the agency responsible for administration of these funds; nor does it specifically limit the use of the funds to repair and reconstruction of highway facilities damaged by the December 1968 and early 1969 floods.

Under existing law the Secretary of Transportation is authorized to pay up to 50 percent of the costs of repair or reconstruction of highways in the Federal-aid system, and 100 percent of such costs in the case of roads and trails in the national forests, national parks, public lands areas, and Indian reservations, when the damage results either from a natural disaster over a wide area or a catastrophic failure from any cause. In addition, P.L. 81-875 provides for emergency repairs and temporary replacements of public facilities, including highway facilities, of local governments which are damaged or destroyed in a major disaster. Under that law the Federal Government can pay the entire cost of temporary repairs or replacement of all non-Federal-aid public roads or, in the alternative, make a payment equal to such cost which the local community can apply to the cost of permanent repair.

The intent of the language in section 2—"highway facilities not on any of the Federal-aid systems and for which no emergency funds are available under any existing provisions of law"—is not altogether clear. The section as written would not appear to have any substantive effect on existing law, since, as indicated above, highway facilities not on the Federal-aid systems are eligible for Federal assistance under P.L. 81-875. If, on the other hand, the intent of section 2 is to broaden the scope of existing law to authorize the appropriation of Federal funds to pay for the permanent repair and reconstruction of all non-Federal-aid highways, the section raises a major issue of far-reaching consequences. Its enactment would tend to set a precedent with respect to the Federal role on a national basis for permanent reconstruction of local public facilities, including highways. Such a broadening of the Federal role would substantially alter the allocation of financial responsibilities between the Federal Government and the States for coping with the damage caused to local public facilities by major natural disasters.

We do not see a need for such a reallocation of responsibilities and, therefore, do not recommend favorable consideration of section 2.

Section 3(a) would authorize Interior and Agriculture to reimburse purchasers of timber on Government lands for the costs of repairing or reconstructing access roads which they have built or have under construction, but have not been accepted by the Government at the time the roads were damaged. The timber purchaser would bear 15 percent of the costs of repair or reconstruction up to a maximum of \$4,500, with the Government paying the remainder of the costs.

Agriculture points out in its report to the Committee on the bill that the Forest Service's timber sale contract forms were changed after the experience with the damaging storms during the winter of 1964-65 to take care of the situations similar to those covered by this section.

The Department believes that relief afforded in the new contract forms should not be overridden by the provisions of section 3(a). With respect to outstanding contracts on forms in use before 1964-65, Agriculture points out that since such contracts were entered into, there have been substantial rises in prices of lumber and plywood, raising a serious question as to whether section 3(a) is needed to give relief to those who have benefited by those price increases.

We concur in Agriculture's suggestion that if legislation along the lines of section 3(a) is to be enacted, it should conform to the revised contract forms as outlined in Agriculture's report.

Section 3(b) would enable Agriculture and Interior to allow cancellation of a timber sale contract when it is determined that restoration, reconstruction, or construction of a road or trail is not practical under the cost-sharing arrangement authorized by section 3(a). Agriculture, in its report to the Committee, expresses no objection to this provision because of uncertainty in the provisions of some timber sale contracts with respect to the Secretary's cancellation authority. Similarly, we have no objection to this section.

We have been advised by Interior that there was no damage in California to construction of timber sale roads in which the Bureau of Land Management has an interest during the period specified in sections 3(a) and (b).

Section 3(c) would amend the Federal-Aid Highway Act of 1968 to increase by \$17.5 million the appropriation authorization under that Act for construction and maintenance of forest development roads and trails in fiscal year 1970. We concur in Agriculture's recommendation that this provision be deleted, since no additional authorization is needed to perform the work required.

Section 3(d) would authorize Agriculture to reduce advance notice of timber sales from 30 to 7 days whenever necessary in order to assist in the reconstruction of damaged areas in California. We have no objections to this provision, but we wish to note that Agriculture in its report to the Committee suggests a broadening of this authority to cover emergency situations other than those contemplated in the bill.

Section 4 would authorize Interior to grant appropriate extensions of time to public land entrymen to comply with entry requirements. This section is unnecessary in light of general and permanent authority for such extensions contained in section 11 of Public Law 89-769, the Disaster Relief Act of 1966.

Section 5 would prescribe the manner in which the disaster loan program under the Small Business Act would be administered with respect to property loss or damage resulting from the California storms. At the borrower's option, on that part of any disaster loan in excess of \$500, SBA would be required either to cancel up to \$2,500 of the loan or to waive interest due on the loan in a total amount of not more than \$2,500 over a period not to exceed three years. In addition, SBA could make direct loans to any person suffering such loss or damage without regard to whether the required financial assistance is otherwise available from private sources, and could waive interest payments on such loans for the first three years.

In its comments to the Committee on this section of the bill, SBA objects to these "forgiveness" provisions. With respect to cancellation of principal or waiver of interest on existing loans, SBA notes that such a procedure has been followed in only one previous case—Hurricane Betsy disaster—and in that instance the great majority of borrowers were persons living close to the poverty level. Such circumstances do not seem to be present in the California situation. SBA also objects to those provisions of section 5 which would require the agency to make direct loans "without regard to whether the required financial assistance is otherwise available from private sources" and with waiver of interest payments for up to three years. SBA's existing procedures allow it to focus its assistance on those most in need of Federal assistance. We concur in SBA's objections to section 5, and, therefore, recommend against its favorable consideration.

Section 6 would similarly prescribe the manner in which the emergency loan program under the Consolidated Farmers Home Administration Act of 1961 would be administered with respect to the California situation. At the borrower's option, on that part of any emergency loan in excess of \$500, Agriculture would be required either to cancel up to \$2,500 of the loan, or to waive interest due on the loan up to \$2,500 over a period not to exceed three years without regard to whether the financial assistance is otherwise available from private sources.

In its report to the Committee on S. 993, Agriculture discussed its procedures in administering its emergency loan program. In providing loans for operating expenses, the Department requires repayment from annual income. However, when a borrower does not have sufficient income to repay the loan because of damage to his ranch or farm, payment may be deferred for up to three years. With respect to real estate, Agriculture can defer the initial payment on its 20-year loans up to three years until the borrower has sufficient income available to begin payments. On the basis of the existing emergency loan program, Agriculture is opposed to the provisions of Section 6. We agree with Agriculture's views and, accordingly recommend against favorable consideration of section 6.

Finally, we wish to bring to the Committee's attention the fact that on March 26, 1969, President Nixon requested supplemental appropriations from the Congress including \$35 million for disaster relief to meet current and anticipated needs between now and the end of June, and \$500,000 for the Department of the Interior to repair facilities damaged during the California floods.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 28, 1969.

DEAR MR. CHAIRMAN: This responds to your request for the views of this Department on S. 993, a bill "To provide assistance to the State of California for the reconstruction of areas damaged by recent storms, floods, landslides, and high waters."

Insofar as the bill effects any programs of this Department, we find that the bill would have little, if any, effect. Accordingly, we defer to the views of other interested Federal agencies as to the need for, or desirability of, this legislation.

The bill is directed primarily to assist in providing emergency funds which are not made available under such existing Federal laws as the Federal disaster Act (Public Law 81-875), as amended (42 U.S.C. 1855). The bill would provide special relief to the State of California which has been devastated by recent storms, floods, and landslides. The proposed relief would, generally, consist of direct financial assistance in highway, road, and trail restoration and reconstruction, extension of time in which to comply with public land entry requirements, and cancellation or waiver of certain financial obligations under small business disaster and farm emergency loans. Appropriations in an amount not to exceed \$30,000,000 would be authorized.

Sections 3 and 4 of the bill are relevant to operations of the Bureau of Land Management of this Department.

Section 3 provides that, notwithstanding provisions of existing contracts, the Secretary of the Interior, as part of the regular road and trail construction program, shall reimburse timber sale contractors or otherwise arrange to bear road and trail construction and restoration costs incurred or to be incurred in connection with these roads. A formula for sharing the costs is prescribed in the bill. The Secretary may allow cancellation of a contract where damages are so great that restoration is not practical. We are advised that there was no damage to construction of timber sale roads in which the Bureau of Land Management has an interest during the period specified in the bill.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF EMERGENCY PREPAREDNESS,
Washington, D.C., March 26, 1969.

Hon. JENNINGS RANDOLPH,
Chairman, Committee on Public Works,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for comments on S. 993, 91st Congress, a bill entitled: "To provide assistance to the State of California for the reconstruction of areas damaged by recent storms, floods, landslides, and high waters."

Most of the provisions of this bill do not significantly affect programs administered by the Office of Emergency Preparedness and we defer to the views of those agencies which are charged with the responsibility for carrying out those programs.

However, it appears that Section 2 of the bill is directly related to the Disaster Assistance Program administered by this Agency. Section 2 of the bill would authorize not to exceed \$15,000,000 for the fiscal year ending June 30, 1969, and not to exceed \$15,000,000 for fiscal year ending June 30, 1970, for allocation to the State of California for "temporary and permanent" repair and reconstruction of highway facilities not on any of the Federal-aid systems and for which no emergency funds are available under existing provisions of Federal law.

Section 125 of Title 23 of the United States Code presently authorizes the Secretary of Transportation to repair or reconstruct highway facilities in the Federal-aid system which have been damaged or destroyed by a disaster covering a wide area. By contrast, roads not in the Federal-aid system which are damaged by a major disaster, as determined by the President, are presently eligible for temporary repair, but not permanent repair or reconstruction under the Federal Disaster Assistance Act (P.L. 81-875).

Section 2 of the proposed bill would authorize appropriations totalling \$30,000,000 to the State of California for the *repair or reconstruction of highway*

facilities not in the Federal-aid system, and second, it would go beyond the provisions of the existing Disaster Act and authorize permanent as distinguished from temporary repair or reconstruction of those highway facilities. As we understand it, this would be the first time that such repairs or reconstruction would be paid for by Federal funds on a permanent, rather than a temporary basis. Under Public Law 81-875, the Federal Government can pay the entire cost of temporary repair or replacement of all non-federal aid public roads which have been damaged in any declared disaster area or, at the option of the local authority, will make an in-lieu payment equal to the cost of such temporary repair or replacement. Thus, the local authority is able to apply the amount of the in-lieu payment against the actual cost of permanent repair or permanent reconstruction.

From the standpoint of the Administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

G. A. LINCOLN, *Director.*

(Subsequent to the hearings the following amendment was introduced:)

91ST CONGRESS
1ST SESSION

S. 993

IN THE SENATE OF THE UNITED STATES

APRIL 15, 1969

Referred to the Committee on Public Works and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. MURPHY to S. 993, a bill to provide assistance to the State of California for the reconstruction of areas damaged by recent storms, floods, landslides, and high waters, viz: On page 5, beginning with line 12, strike out all through line 17 on page 6, and insert in lieu thereof the following:

1 SEC. 5. In the administration of the disaster loan pro-
2 gram under section 7 (b) (1) of the Small Business Act, as
3 amended (15 U.S.C. 636 (b) (1)), in the case of property
4 loss or damage sustained by any person in the State of
5 California as a result of the storms, floods, landslides, and
6 high waters occurring subsequent to November 30, 1968, and
7 prior to June 1, 1969, the Small Business Administration,
8 to the extent such loss or damage is not compensated for by

Amdt. No. 11

1 insurance or otherwise and upon a determination by the Ad-
2 ministration that the failure of such person to obtain insur-
3 ance to cover such loss or damage resulted from the unavail-
4 ability of such insurance on reasonable terms and conditions—

5 (1) may make direct loans to such person without
6 regard to whether (A) the required financial assistance
7 is otherwise available from private sources, or (B) such
8 person has personal or business assets which could be
9 used to alleviate the loss or damage sustained: *Provided,*
10 That, except in the case of a loan to a low-income indi-
11 vidual (determined in accordance with such standards
12 and criteria as the Administration shall by regulation pre-
13 scribe), the interest rate on any such loan shall be the
14 average annual interest rate on all interest-bearing obli-
15 gations of the United States having maturities of twenty
16 years or more then forming a part of the public debt as
17 computed at the end of the fiscal year next preceding the
18 date of the loan and adjusted to the nearest one-eighth
19 of 1 per centum; and

20 (2) shall, in the case of a loan to a low-income
21 individual, on that part of the loan in excess of \$500 and
22 at the borrower's option, (A) cancel up to \$2,500 of the
23 principal obligation of the loan, or (B) waive interest
24 due on the loan in a total amount of not more than
25 \$2,500 over a period of not to exceed three years.

1 SEC. 6. In the administration of the emergency loan
2 program under subtitle C of the Consolidated Farmers Home
3 Administration Act of 1961, as amended (7 U.S.C. 1961-
4 1967), in the case of property loss or damage sustained by
5 any person in the State of California as a result of the storms,
6 floods, landslides, and high waters occurring subsequent to
7 November 30, 1968, and prior to June 1, 1969, the Secre-
8 tary of Agriculture, to the extent such loss or damage is not
9 compensated for by insurance or otherwise and upon a deter-
10 mination by the Secretary that the failure of such person to
11 obtain insurance to cover such loss or damage resulted from
12 the unavailability of such insurance on reasonable terms and
13 conditions—

14 (1) may make loans to such person without re-
15 gard to whether the required financial assistance is
16 otherwise available from private sources: *Provided,*
17 That, except in the case of a loan to a low-income indi-
18 vidual (determined in accordance with such standards
19 and criteria as the Secretary shall by regulation pre-
20 scribe), the interest rate on any such loan shall be the
21 average annual interest rate on all interest-bearing obli-
22 gations of the United States having maturities of twenty
23 years or more then forming a part of the public debt as
24 computed at the end of the fiscal year next preceding the

1 date of the loan and adjusted to the nearest one-eighth
2 of 1 per centum; and

3 (2) shall, in the case of a loan to a low-income
4 individual, on that part of the loan in excess of \$500 and
5 at the borrower's option, (A) cancel up to \$2,500 of
6 the principal obligation of the loan, or (B) waive inter-
7 est due on the loan in a total amount of not more than
8 \$2,500 over a period of not to exceed three years.

Senator JORDAN. Our first witness this morning is the sponsor of S. 993, the distinguished senior Senator from California and a former member of this committee, Senator George Murphy.

Senator, it is a pleasure to welcome you and we look forward to your presentation. We are delighted to have you with us this morning, Senator, and will be glad to hear from you at this time, sir.

**STATEMENT OF HON. GEORGE MURPHY, A U.S. SENATOR FROM
THE STATE OF CALIFORNIA**

Senator MURPHY. Thank you very much, sir.

Needless to say, I am delighted to have the opportunity to appear before this distinguished committee, on which I had the pleasure of serving for 4 years. As a member I came to know my colleagues as being objective and farsighted in evaluating the need for new programs, and I am certain at the conclusion of these hearings, when the dimension of this disaster and the personal tragedies that have accompanied it are made known, you will give early and favorable consideration to S. 993. The people of California will be particularly grateful.

Mr. Chairman, I have taken the liberty this morning to bring three experts from the State of California: Mr. James Moe, director of public works for the State; Mr. Charles P. Samson, director of the California State disaster office; and Mr. James G. Stearns, director of conservation, all of whom have much wider experience and more expert knowledge than I have of the matter at hand.

Mr. Chairman, this disaster is one of the worst disasters ever to hit my State. The destruction literally exceeds any figment of the imagination.

Homeowners, unable to obtain insurance, who invested in property and a home for their families, have lost a lifetime of work and savings.

Farmers and growers have not only seen the destruction of their property, but have come to realize in many instances that their land will be uncultivable for years—washing away livelihoods and dreams of the future.

Heavily traveled roads, streets, trails, and highways in many cases exist only on maps today.

Dams have been breached.

Water, electrical, and sewer systems have been ruined.

And, worst of all, lives have been swept away in the downpours' aftermath.

While the State, county, and local governments, and individuals are receiving emergency aid through legislation which this committee has recommended and approved previously, the cost of reconstruction, as the devastation worsens, is making restoration impossible without further Federal assistance.

As you will note, sections 1 through 3 of S. 993, provide for the repair and rebuilding of highways, streets, roads and timber trails, and other privately and publicly owned facilities which have been so extensively damaged. Section 4 allows those acquiring title to public lands additional time to fulfill requirements if they were delayed in doing so by the storms. Sections 5 and 6 insure that existing Federal loan programs are structured so as to be of assistance to anyone who suffers

damage to his property and allows very low-income persons additional repayments benefits.

Damage to public facilities are estimated now by the State to total \$165 million. To privately owned property, they are cited as \$100 million. It must be noted, however, that some loss incurred by individuals will never be reported and some of it simply cannot be estimated yet. For example, the extent of the loss of land for farming purposes—in terms of the number of people who will be indirectly affected, such as the consumer who will be forced to pay higher prices and the hungry who will have even less food—cannot be accurately appraised.

Although the damage from the disasters was great, there is a great deal of evidence to suggest that past actions taken by this committee and the Congress have not only prevented additional disasters but have helped to minimize the damage resulting when disaster strikes. When I testified on February 13 before the House Public Works Committee in Los Angeles, I cited statistics given in a floor speech by the distinguished chairman of this committee, Senator Randolph, that “flood control structures authorized by Congress and built by the Corps of Engineers prevented an excess of \$1¼ billion in damages to urban and suburban areas over the State of California.” So, such programs of your committee are surely a wise investment by the American people. S. 993 in most respects, however, does not deal with the preventative aspect of the problem. It is a curative measure aimed at the current devastation and that which might occur in the near future if we are confronted with a rapid runoff from the snows which are accumulating at record levels.

Mr. Chairman, permit me to explain briefly the six major sections of this bill, along with some modifications I am recommending today.

This bill declares the existence of a disaster and the need for assistance in California due to the storms, floods, landslides, and high waters throughout the State during December 1968 and January and February of this year.

Last December, a relatively small area of northern California suffered severe damage from the excessively heavy snows around Christmastime. A far greater area of southern and central California was literally inundated by rainfall in January and February. The problem, however, has not subsided, and many areas of the State are faced now with the potentially heavy runoffs I have mentioned.

Therefore, I believe that the language should be broadened so as to include the destruction which came about last month, as well as that which may occur during April, May, and June of this year.

Section 2 authorizes an expenditure of \$15 million in both fiscal years 1969 and 1970 for the temporary and permanent repair of roads, streets, and highways not in the Federal aid system. The administration strenuously objected to this provision 2 weeks ago in hearings before the House Public Works Committee on a companion bill authorized by California Congressmen. Of course, I assume that voices will be raised against it again by administration witnesses before this committee on Thursday because it does provide for a departure from existing practices.

Under present law, specifically 123 U.S.C., section 125, the Federal Government can provide for the temporary repair and permanent

reconstruction of roads, streets, and highways in the Federal aid system. Under Public Law 81-875, funds may be authorized for the temporary repair of streets, roads, and highways out of the Federal aid system. No existing statute, however, offers assistance in permanently rebuilding non-Federal aid roads. Yet, a tremendous need exists in California today. The total damage to roads has been conservatively estimated at \$79 million. Of this only \$39 million relates to Federal aid highways. The other \$40 million in destruction has not been on the Federal aid system.

As I have said, Public Law 81-875 can be used to assist in the temporary repair of these roads. More than temporary repairs must be performed, however, and the State and counties are not financially able to do this type of extensive rebuilding. Furthermore, only \$8 million have been allocated by the President under this law for all current disaster repairs in California—including those to roads.

Frankly, \$30 million is not enough, but the State is attempting to do its share. Recently, the California State senate passed a temporary 1-cent-per-gallon increase in the gasoline tax, which could add \$7 million a month over a 6-month period, with a total limitation of \$30 million to this reconstruction effort. Consequently, I have not requested more than \$15 million a year for each of the next 2 fiscal years even though future destruction well may increase the damage estimates again. Yet it should be remembered that this gasoline tax increase has not passed the assembly and has not been signed into law by the Governor. In fact, it very well may not become law.

Section 3 authorizes the Secretaries of Agriculture and Interior to partially reimburse timber sale contractors for, or bear the cost themselves of, additional expenditures necessitated by the floods for restoring to their previous condition roads which, prior to the floods, were under construction and were authorized by a contract for the purchase of timber. No existing statute provides funds for the restoration of these roads which are not a part of the National Forest Road System.

If the damage was so great as to make reconstruction of the roads to their prior state unworthwhile, section 3(b) would permit the cancellation of the contract.

Section 3(c) authorizes the expenditure of an additional \$17.5 million during fiscal year 1970 under the Federal Aid Highway Act of 1968 for the reconstruction and repair of forest development roads and trails damaged or destroyed by the floods. The total authorization for the fiscal year will then be \$187.5 million. For fiscal year 1971 the authorization will revert to the \$170 million originally authorized by the act.

Testimony before the House Committee on Public Works indicated that the damage to timber roads and trails far exceeds the \$17.5 million I am requesting, and I hope that this committee will carefully review the entire need and the importance of these trails to the timber industry and our economy before subscribing to the small amount I have placed in the bill.

I strongly believe that this additional authorization will demonstrate this Congress' recognition of the importance of forest road and trail

projects. The fact that the authorization is being made in the California Disaster Relief Act of 1969 hopefully will keep other necessary funds finally appropriated for forest roads and trails from being diverted to the repair of the roads damaged by this disaster, and at the same time, will specifically designate a certain amount for this purpose. I feel that this is particularly important in light of the fiscal 1970 budget which recommends only \$99.5 million of the \$170 million authorized for forest roads and trails. This, I believe, is no more than a prudent and necessary investment in our Nation's national resources.

Section 3(d) of my bill will allow the Secretary of Agriculture to reduce from 30 days to 7 days the minimum period of public notice which must be given on timber sales from national forests if such will expedite the reconstruction of flood damaged areas.

While the provisions of S. 993 dealing with damage to timber roads and trails would have been needed in any event, the spiraling cost of lumber makes it even more imperative that we increase the output of lumber from our national forests. To do this, we not only need to repair the forest roads damaged in California by the floods, but probably also build additional forest access roads elsewhere. President Nixon recently announced steps that the administration was taking to make more lumber available from our Federal land. So the provisions of my bill dealing with the forest roads are not only of vital importance to the individuals residing in, and the economy of, the involved areas of my State but, because of the lumber crisis, to the national interest.

Section 4 of this bill recognizes that persons affected by floods of this intensity cannot always meet development schedules as planned. In making adequate allowance for this, S. 993 permits the Secretary of the Interior to grant any entryman additional time if he has filed, but has failed to complete the requirements for entry under various public land laws within the prescribed time.

Mr. Chairman, section 5 of S. 993, as modified, alters the interest rate on loans granted under section 7(b)(1) of the Small Business Act. Presently, disaster loans are repayable at a 3-percent rate of interest; however, this provision was enacted in the 1930's when the cost of money to the Government was $1\frac{1}{2}$ to $1\frac{3}{4}$ percent. So, in no respect were these loans then providing free money to the recipients; however, the rate of interest has not been adjusted since. I believe that it should be with respect to those who can—and will—be able to afford to pay the rate of interest paid by the Government on the money it borrows to make the loans. Therefore, this bill provides that California disaster loans shall be made at the average annual interest rate on all interest-bearing obligations of the United States having maturities of 20 years or more. At the present time, this is $5\frac{1}{2}$ to $5\frac{3}{4}$ percent—an amount substantially lower still than that at which funds could be obtained by individuals through private lending institutions or sources. You will note, nevertheless, that an exception exists for low-income persons as defined by the Administrator of the Small Business Administration, who might not be able to afford the higher interest payments.

Second, section 5, as originally drafted, contained a forgiveness feature. In essence, this stated that a recipient of an SBA loan, under section 7(b)(1), after payment of the first \$500, could have either a principal cancellation of \$2,500 or a waiver of interest up to the same amount over a period not to exceed 3 years.

Before the House Public Works Committee, which was considering a companion bill, Mr. Clarence Cowles, Director of the Office of Disaster Loans, testified that a concession of this nature has been made only once. That instance evolved as a result of Public Law 89-339, passed after Hurricane Betsy, and, for all practical purposes, the beneficiaries were the very low-income residents of the ninth ward of New Orleans. All California disaster victims who might be faced with loss are not in a similar position to that of those in Louisiana and, therefore, I have restricted the application of this reduction in principal and interest repayments to those whose income and/or assets meet a criteria to be established by the Small Business Administration.

While I believe that we should make assurances against granting "free money" to anyone, either in the form of a forgiveness clause or an interest rate lower than the cost of money to the Government, I firmly believe that any homeowner or business firm financially hurt by an act of God disaster should be eligible for assistance at no cost to other taxpayers. As this is not the case today, I am recommending that loans at the cost of a long-term loan to the Government be granted irrespective of whether the person hurt is able to obtain a loan from a private source or lending institution and irrespective of his personal assets or income. Under the SBA regulation and guidelines today, very few people stricken by a personal tragedy of this nature can qualify. In fact, the applicant must virtually file as a pauper. As of March 27, 1969, the SBA regional offices throughout the State received 4,456 inquiries regarding home and business loans, yet only 565 applications were accepted for processing and 217 applicants were declared eligible for loans totaling \$1,146,460.

I am sure the committee will recognize the necessity for legislative change in this area.

Section 6 of this bill, as modified, will also provide forgiveness of a certain amount of the principal or interest to low-income persons who obtain loans under subtitle C of the Consolidated Farmers Home Administration Act of 1961, as amended.

Furthermore, it would allow only those qualifying as low-income persons, under regulations established by the FHA, pay the 3-percent interest rate on disaster loans, while all others pay the rate of interest at which the Government borrows the money.

It would permit persons to be eligible for loans at the higher rate, however, irrespective of whether assistance is available through private sources.

Mr. Chairman, to reiterate: Forty of California's 58 counties have been declared disaster areas by the State, while the Federal Government has named 37.

Damage to physical property has been estimated at more than \$265 million to this day.

Lives have been lost, lifetimes of work and savings for the future have been washed away and dreams have been dashed through no fault of the individuals affected. Indirect harm, as I have said, will come to many others if we do not make provisions now for the restoration of property and roads which are vital to industries servicing the people.

While not a part of this particular bill, I do want to call to the committee's attention an important study and urge the committee to do everything possible to help accelerate its completion. Members will recall that as part of the Omnibus Rivers and Harbors bill of 1966 an amendment authored by me authorized a study of landslides, soil erosion, surface and subsurface drainage conditions, flood control, and seismic disturbances. The amendment directs the Corps of Engineers to work in cooperation with the U.S. Geological Survey of the Interior Department in conducting this study. The recent natural disaster again points out the urgency of the landslide problem and the need to complete the study.

I have been advised that the completion date of this study can be advanced a full year if an additional \$25,000 above the budgeted \$25,000 for this study is provided. I have written to President Nixon urging that this additional small amount to accelerate this important job be provided.

I would ask that a copy of my letter to the President be inserted at this point in the record.

Senator JORDAN. It is so ordered.

(The document furnished follows:)

FROM THE OFFICE OF SENATOR GEORGE MURPHY (REPUBLICAN, CALIFORNIA),
SENATE OFFICE BUILDING, WASHINGTON, D.C.

WASHINGTON.—Senator George Murphy (R. Calif.) today asked President Nixon to provide \$25,000 to accelerate studies of landslides in Pacific Palisades and other Los Angeles county areas.

The text of a letter from Senator Murphy to President Nixon follows:

"DEAR MR. PRESIDENT: I had an amendment incorporated into the Rivers and Harbors Act of 1966 (Public Law 89-789), which authorizes a study of landslides, soil erosion, surface and subsurface drainage conditions, flood control, and seismic disturbances in the Pacific Palisades area of Los Angeles. The amendment directs the Corps of Engineers to work in cooperation with the United States Geological Survey of the Interior Department in conducting this study.

"The recent disasters in California underscore both the importance of the study and the need to accelerate its completion. In the budget submitted for fiscal year 1970, \$25,000 was included to continue this study, leaving a balance of \$81,000 to be apportioned in fiscal years 1971 and 1972. At this level of funding, the survey will not be completed until the late summer of 1972. I am advised that with additional funds, it is feasible to complete the study a full year earlier, thus advancing the completion date to the summer of 1971. To do this would require an *additional* \$25,000 in the fiscal year 1970 budget. I would therefore strongly urge that this relatively small additional amount be provided so that this important job can be expedited.

"In a February 24th editorial, the *Los Angeles Times*, after pointing out the heavy damage resulting from the 'landslide and mud peril,' emphasized the need for federal reinsurance observing that 'insurance industry officials admit there is little chance of flood and slide coverage being offered under present conditions. They contend that federal reinsurance is necessary to protect assigned carriers in case of major disaster. The Times believes some form of insurance protection must be worked out for the vulnerable homeowner.' I agree.

"Last year, as part of the Housing and Urban Development Act of 1968, the Congress enacted a flood insurance program. A great deal of professional study and groundwork preceded its enactment, and it would appear that it will be some time before the flood insurance program will actually be in operation. The landslide study, authorized by my amendment, is just such a professional background study in the landslide area. Experts tell me that the study is an important step if we are to develop a federal insurance program for landslides.

"The reasons are simple. A basis for determination of insurance rates must be provided before any insurance can be offered. This involves the probability of occurrence of a given type of natural catastrophe, the frequency of various intensities of occurrences of catastrophes and their relationship to the degree of damage to different types of structures. For example, in flood insurance, data are needed on the frequency of floods of given height, and for earthquake insurance, data are required on the frequency of earthquakes of given intensities. To a large degree, the potential hazard from mud flows to urban communities can be determined and the probability of their occurrence estimated. Geologic surveys are needed to map probable sources of mud flows and the structures that would be damaged or destroyed. The Corps of Engineers has requested the Geological Survey to update landslide maps of the Pacific Palisades region, and it is expected that these maps will be available some time next year.

"When combined with climatological information on rainstorm magnitudes and frequencies, the potential mud flow hazard for the surveyed areas can be determined. Thus, the information obtained from these investigations, such as my amendment has authorized the Corps of Engineers to make, not only as vital to insurance considerations, but also would be valuable in the engineering design of mud flow preventative measures and in the planning of future urban development.

"It is imperative that we move ahead quickly in this area so that we might hopefully prevent a repetition of the tragic disaster which Californians recently experienced. I would therefore be most appreciative if you would assist in any way you can by providing the \$25,000 which will advance by one full year the target date for completion of this study.

"With best wishes, I am,

"Sincerely,

"GEORGE MURPHY."

Senator MURPHY. Thank you, Mr. Chairman.

I am assured that this subcommittee will be made well aware by the witnesses who will testify of the totality and the extensiveness of the troubles which have come to exist and will try, to the best of its ability, to rectify them.

As I have said, along with me are three gentlemen who are at the table with me, you will be hearing from Mr. Ruben S. Ayala, Mr. A. P. Stokes, Mr. Raymond T. Seeley, and Mr. Elston Kidwell.

I thank you.

Mr. Chairman, of course, we will be glad to answer any questions that you may have or, possibly, Mr. Moe could make his statement, with the chairman's permission.

Senator JORDAN. Yes. We will be pleased to hear from Mr. Moe or from anyone else you have with you.

I might add, also, at this juncture, that Congressman Pettis was here in support of this bill. He had another hearing of his own so he had to leave.

I am also informed that Senator Cranston has planned to be here.

Senator MURPHY. Yes. Unfortunately, the Senator had a death in his family and had to return to California.

Senator JORDAN. I know he had planned to be here.
We would be glad to hear from Mr. Moe.

STATEMENT OF JAMES A. MOE, CALIFORNIA DIRECTOR OF PUBLIC WORKS

Mr. MOE. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, I am James A. Moe, director of public works of the State of California.

It is my purpose to present an updated report on the estimated storm damage to State highways, city streets, and county roads in California.

On February 11, 1969, a special report on flood damage on California's highways was presented in Sacramento, Calif., before a joint session of the Subcommittee of Rivers and Harbors and the Subcommittee on Flood Control of the Committee on Public Works, House of Representatives.

On March 21, 1969, a further report was presented in Washington, D.C., before the Subcommittee on Flood Control of the House of Representatives Committee on Public Works.

Continuing storms between the dates of the two reports required upward revision of the estimated amounts of damage. Since March 21, 1969, later damage reports have indicated increased costs in the amount of \$1,600,00 for city streets and county roads, but the State highway damage estimate is unchanged.

In the report of March 21, 1969, to the House Subcommittee on Flood Control, the Federal reimbursement under title 23 was estimated on the basis of normal Federal aid systems pro rata reimbursement.

Subsequently, California received approval of 100-percent Federal reimbursement on those portions of the damage repair program eligible under section 125 of the Federal Aid Highway Act. Approval of such an increased reimbursement had been requested by the State under revised provisions in the 1968 Federal Aid Highway Act where the Secretary of Transportation may find an increased Federal share to be in the public interest.

The current estimates of damage are some \$28,600,000 for State highways and \$50,800,000 for city streets and county roads or a total of some \$79,400,000. These estimates are shown in the attachments, including a breakdown as to the State and local jurisdictions of the highways, the amount of damage on the various Federal highway systems and the amounts off Federal systems. It will be noted that although 100-percent reimbursement for eligible portions of the work has been approved for damage on Federal systems, the tabulations utilize less than the 100-percent factor because some portions of the restoration will most likely be found ineligible for Federal reimbursement.

This disaster developed from continuous and unusually severe winter storms in California, especially since January 17, 1969, which

caused widespread major damage to the highway system on State, county, and city routes. The attachment to this report, showing damage for each county in the State, illustrates how widespread the damage has been.

As soon as it became apparent that storm damage would reach disaster proportions, immediate action was taken at the State level to bring into play those Federal support programs which are available under these circumstances. The chronology of such actions is listed in an attachment to this summary report.

The storms continued, one after another, throughout the last part of January and the month of February, often hitting the areas first devastated two and three times again. Coupled with heavy rain were sustained snowstorms over the Siskiyou, Sierras, the southern mountain ranges, and the eastern slopes of the Sierras. Unprecedented snowfall occurred on the eastern slopes and near-record snowfalls were recorded elsewhere in the Sierra mountains.

In the attachments to our report are photographs of some of the heavy snow areas.

Damage survey teams were dispatched to the locations of storm damage to make on-the-spot estimates of cost of restoration of State highways. Due to recurring storms, damage surveys had to be repeated in several areas. These teams were composed of representatives from our division of highways headquarters, the Federal Bureau of Public Roads and local highway district personnel. Similar teams were dispatched, and some are still in the field, surveying the damage to city streets and county roads. These teams were similarly composed, including added local government representation.

Based on current estimates, support programs to finance emergency openings and restoration of highways are estimated to provide for approximately \$47 million of the \$79,400,000 estimated damage cost, leaving \$32,400,000 of costs to be funded by other means.

The estimated damage is exclusive of snow removal costs and exclusive of future damage if we experience a fast snow melt. It is also exclusive of any costs to upgrade damaged roads beyond their condition prior to the floods.

Detailed estimates of funding for damages to the three classes of roadways are included in the attachment. In California about 80 percent of State highways are on a Federal-aid system of one kind or another, but only 20 percent of the city street and county road network are on Federal-aid systems.

As mentioned previously, snowfall in the Sierras has been unusually high. Snow surveys indicate the water content of the snowpack is between 150 percent of normal in the northern areas to 450 percent of normal in the southern San Joaquin watershed. Best predictions, assuming normal weather during the spring melt, indicate a sustained heavy streamflow from April through July, in which case additional damage to highways could well occur. The extent depends entirely on weather conditions during the critical months. The snow melt runoff in the northern Sierras is not expected to cause significant damage. Neither is the runoff on the southern slopes of the southern mountain ranges.

(The attachments referred to follow :)

CHRONOLOGY OF GOVERNOR'S PROCLAMATIONS FOR STORM DAMAGE FROM 1969
STORMS

ER Proclamations

January 30, 1969—Proclamation of emergency covering all counties in the state except the counties of San Diego, Imperial, Modoc, Lassen, Nevada, Placer and El Dorado.

March 12, 1969—Amended emergency proclamation adding San Diego County.

Public Law 875 Proclamations

January 23, 1969—Declared disaster area in San Luis Obispo and Los Angeles Counties.

January 25, 1969—Declared disaster area in the counties of Fresno, Inyo, Riverside, San Bernardino, Santa Barbara, Tulare and Ventura.

January 28, 1969—Declared disaster area in the counties of Amador, El Dorado, Kern, Kings, Madera, Modoc, Mono, Monterey, Orange, Placer, Sacramento, San Joaquin, Shasta, Solano, Stanislaus and Tuolumne.

January 29, 1969—Declared disaster area in Mariposa and Merced Counties.

February 8, 1969—Declared disaster area in San Benito, Sierra and Calaveras Counties.

February 10, 1969—Declared disaster area in counties of Contra Costa, Humboldt, Mendocino and Sonoma.

February 16, 1969—Declared disaster area in Plumas, Tehama and Yuba Counties.

March 12, 1969—Declared disaster area in the counties of Butte, Marin and Yolo.

The Governor's Proclamations of emergency now cover all but six of the 58 counties.

The Governor's Disaster Proclamations now cover 40 of the 58 counties.

CALIFORNIA HIGHWAY STORM DAMAGE

State highways	Primary and secondary Federal routes	Forest highways	Off Federal system	Total
North.....	\$7,365,000	\$1,721,000	\$299,000	1 \$9,385,000
South.....	14,022,000	4,715,000	484,000	2 19,221,000
Total.....	21,387,000	6,436,000	783,000	28,606,000
	ER at 85 percent	ERFO at 85 percent	Public Law 875 at 20 percent	Total
Estimated Federal reimbursement.....	\$18,179,000	\$5,500,000	\$158,000	\$23,837,000
Estimated State funds required.....	3,208,000	936,000	625,000	4,769,000
Non-State highways	Secondary Federal routes	Forest highways	Off Federal system	Total
County.....	\$10,380,000	\$200,000	\$29,970,000	\$40,550,000
City.....	250,000	-----	10,000,000	10,250,000
Total.....	10,630,000	200,000	39,970,000	50,800,000
	ER at 85 percent	ERFO at 85 percent	Public Law 875 at 35 percent	Total
Estimated Federal reimbursement.....	\$9,036,000	\$170,000	\$13,990,000	\$23,196,000
Estimated local funds.....	1,594,000	30,000	25,980,000	27,604,000

STATEWIDE SUMMARY OF STORM DAMAGE

	State highways	Non-State highways		Total
		City street	County road	
Total damage.....	\$28,606,000	\$10,250,000	\$40,550,000	\$79,406,000
Estimated ER reimbursement.....	18,179,000	213,000	8,823,000	27,215,000
Estimated ERFO reimbursement.....	5,500,000	-----	170,000	5,670,000
Estimated Public Law 875 reimbursement.....	158,000	3,500,000	10,490,000	14,148,000
State highway funds.....	4,769,000	-----	-----	4,769,000
State and local funds.....	-----	6,537,000	21,067,000	27,604,000

ESTIMATED DAMAGE TO STATE AND LOCAL ROADS FOR STORMS OF JANUARY AND FEBRUARY 1969

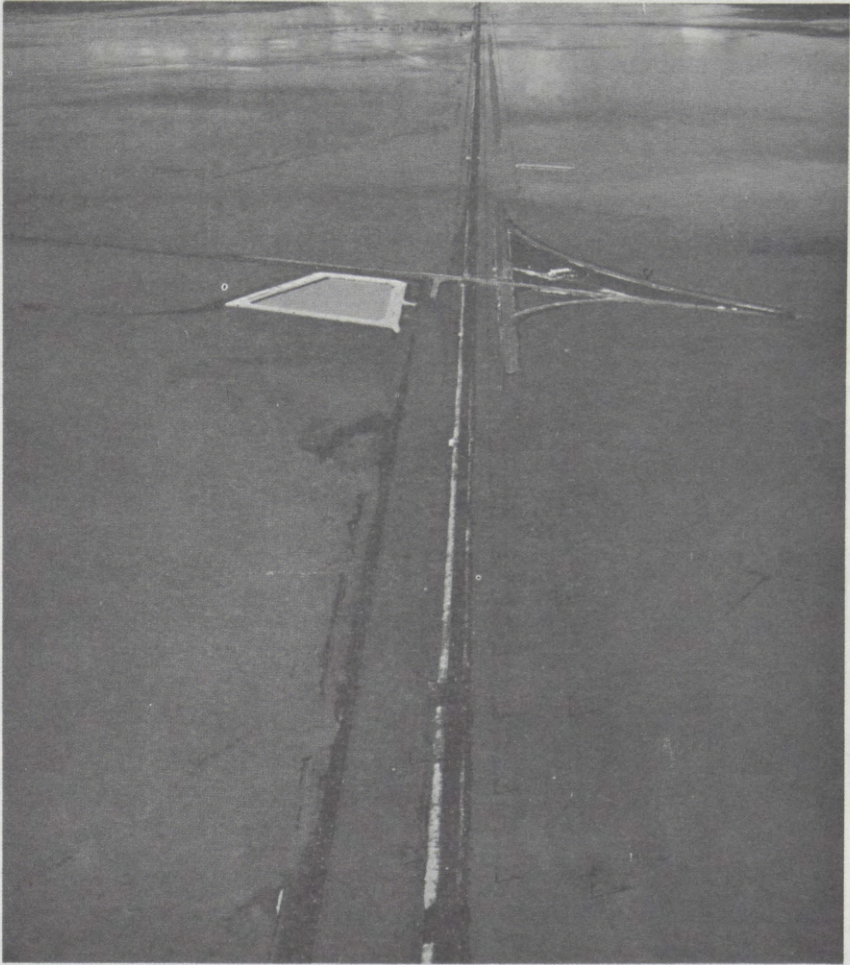
[In thousands of dollars]

Counties	State highways, Federal-aid system	State highways, forest highways	State highways, non-Federal aid	Total, State highways	County roads	City streets	Grand total
District I:							
Del Norte	90			90	140		
Humboldt	1,235	711	33	1,979	775		
Lake			25	25	300		
Mendocino	677		111	788	466		
Siskiyou		189		189			
Trinity							
Total	2,002	900	169	3,071	1,681	5	4,757
District II:							
Butte					20		
Lassen					10		
Modoc				297	5		
Plumas		297		297	275		
Shasta	298			298			
Sierra							
Siskiyou					160		
Tehama							
Trinity							
Total	298	297		595	470	2	1,067
District III:							
Butte	535			535	90		
Colusa							
El Dorado							
Glenn					25		
Nevada	9			9	300		
Placer					160		
Sacramento					32		
Sierra							
Solano							
Sutter							
Yolo	138			138	20		
Yuba					230		
Total	682			682	857		1,539
District IV:							
Alameda	40			40	20		
Contra Costa	848			848	1,136		
Marin	36			36	440		
Napa	22			22	5		
San Francisco	18			18			
San Mateo	1,129			1,129	55		
Santa Clara	125			125	200		
Santa Cruz	713		6	719	2,500		
Sonoma	236		105	341	600		
Total	3,167		111	3,278	4,956	338	8,572
District V, north:							
Monterey	264		4	268	650		
San Benito					250		
Total	264		4	268	910	57	1,235
District VI, north:							
Fresno	513	60	10	583	2,150		
Kings	10			10	450		
Madera	20			20	500		
Mariposa							
Total	543	60	10	613	31,000	200	3,913

ESTIMATED DAMAGE TO STATE AND LOCAL ROADS FOR STORMS OF JANUARY AND FEBRUARY 1969—Continued

[In thousands of dollars]

Counties	State highways, Federal-aid system	State highways, forest highways	State highways, non-Federal aid	Total, State highways	County roads	City streets	Grand total
District X:							
Alpine.....	-----	-----	-----	-----	-----	-----	-----
Amador.....	-----	-----	-----	-----	-----	-----	-----
Calaveras.....	-----	-----	-----	-----	-----	-----	-----
Mariposa.....	14	-----	-----	14	25	-----	-----
Merced.....	205	-----	-----	205	125	-----	-----
NAPA.....	-----	-----	-----	-----	-----	-----	-----
Sacramento.....	25	-----	-----	25	-----	-----	-----
San Joaquin.....	-----	-----	-----	-----	61	-----	-----
Solano.....	105	-----	-----	105	10	-----	-----
Stanislaus.....	6	-----	-----	6	300	-----	-----
Tuolumne.....	54	464	5	523	-----	-----	-----
Total.....	409	464	5	878	521	10	1,409
Total districts, north.....	7,365	1,721	299	9,385	12,495	612	22,492
District V, south:							
San Luis Obispo.....	1,110	108	177	1,395	1,800	-----	-----
Santa Barbara.....	613	226	-----	839	2,200	-----	-----
Ventura.....	-----	-----	-----	-----	-----	-----	-----
Total.....	1,723	334	177	2,234	4,000	305	6,539
District VI, south:							
Kern.....	22	2	-----	24	1,000	-----	-----
Tulare.....	246	-----	17	263	1,400	-----	-----
Total.....	268	2	17	287	2,400	175	2,862
District VII:							
Los Angeles.....	3,651	1,951	47	5,649	11,000	-----	-----
Orange.....	767	-----	23	790	500	-----	-----
Ventura.....	1,643	736	-----	2,379	2,880	-----	-----
Total.....	6,061	2,687	70	8,818	14,380	6,862	30,060
District VIII:							
Riverside.....	1,998	-----	123	2,121	1,200	-----	-----
San Bernardino.....	2,512	1,682	35	4,229	5,500	-----	-----
Total.....	4,510	1,682	158	6,350	6,700	2,213	15,263
District IX:							
Inyo.....	408	-----	13	421	250	-----	-----
Kern.....	83	-----	-----	83	-----	-----	-----
Mono.....	3	-----	-----	3	100	-----	-----
San Bernardino.....	-----	-----	-----	-----	-----	-----	-----
Total.....	494	-----	13	507	350	-----	857
District XI:							
Imperial.....	-----	-----	-----	-----	-----	-----	-----
Riverside.....	434	-----	49	483	-----	-----	-----
San Diego.....	532	10	-----	542	225	-----	-----
Total.....	966	10	49	1,025	225	83	1,333
Total districts, south.....	14,022	4,715	484	19,221	28,055	9,638	56,914
Grand totals.....	21,387	6,436	783	28,606	40,550	10,250	69,406

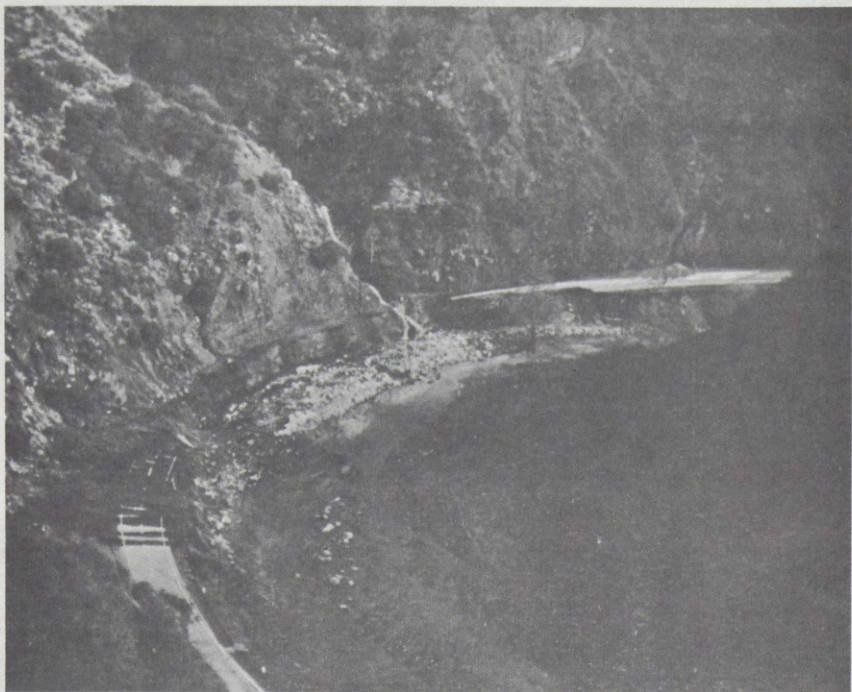


Flooded area south of Corcoran. Typical of the floor of the San Joaquin Valley.

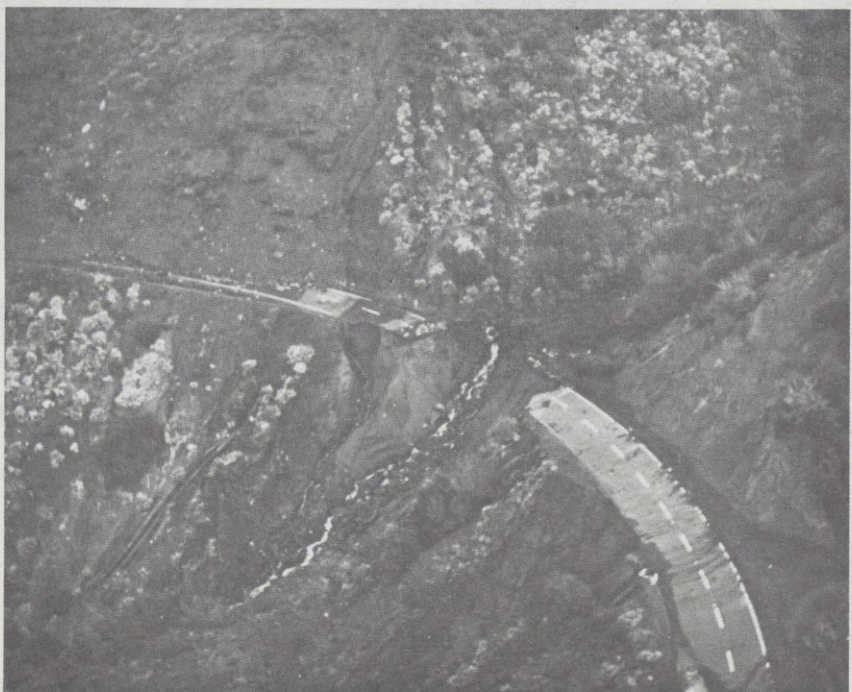
Mr. MOE. Mr. Chairman, we certainly agree with the principle of S. 993 relating to Federal aid for the restoration of roads and streets not on the Federal-aid system. We believe that it is right and that it is just. Floods are not selective in the roads they damage or destroy. When they hit streets and small communities, those communities encounter great hardships. For example, in the small community of Glendora, near Los Angeles, street damage is approximately \$1½ million. Only \$350,000 in Public Law 875 aid is eligible. Paying the balance of the sum would be exceedingly difficult for Glendora. Additional Federal aid for roads off the Federal-aid system is needed to supplement the Public Law 875 program.

Other examples will undoubtedly be included in the testimony of the representatives of Ventura and San Bernardino Counties.

We urge the enactment of this proposal. Further, we urge the continuation of appropriations of funds to the Public Law 875 program in amount sufficient to cover eligible applications.



A major washout and a slide on Route 33 in the Matilija Creek Canyon about 18 miles north of Ventura combined to cause this damage.



A road washout and slide on Route 33 in the Matilija Canyon about 20 miles north of Ventura.



Flooded section of highway near mouth of the Santa Ynez River showing pavement ripped up by flood waters.



Snow removal operations on Interstate 80 in the Sierra.



Typical of excessive snowpack in the Sierra.

Mr. MOE. We appreciate the opportunity to appear before you this morning.

Senator JORDAN. Thank you very much, Mr. Moe.

In the San Joaquin Valley, did it reach as far up as the Bakersfield area which is the great cotton-growing area of California?

Mr. MOE. Very much so, including further north into the State.

Senator JORDAN. I can understand the scope of this damage because I am somewhat familiar with that area. You have had a real disaster of major proportions in your State.

Senator MURPHY. Mr. Chairman, I have lived for 20 years in the center of Beverly Hills. Back of the Beverly Hills Hotel, there is an old reservoir that nobody has paid any attention to for years. However, this recent rain was so great that when I returned home one weekend, I was called by the chief of police and told I would have to vacate my house. All the houses, clear down to Alpine Drive on Sunset Boulevard, were in danger because this old reservoir that, as I say, had just been ignored for years, was overflowing and cracks were appearing on the upper edge. This was the last thing in the world that anybody would ever think could happen right in the city of Beverly Hills, but it made me cognizant of the importance of flood controls that had already been provided by this committee. Without them, the damage would probably have been 10 times as great. Furthermore, I am certain we all recognize now the need to fully fund many of the programs that are in the planning and developmental stages. A great deal of damage can be saved.

Mr. Chairman, I would like to ask permission to included in the record the following letters: One from Governor Reagan to President

Nixon, dated March 27, 1969; a letter from Governor Reagan to the Honorable Wilbur D. Mills, dated March 27, 1969; a letter to the Honorable Richard B. Russell from Governor Reagan, dated March 27, 1969; and letter to the Honorable Robert P. Mayo, from Governor Reagan, also dated March 27, 1969.

Senator JORDAN. They will be included at this point in the record.

Senator MURPHY. Thank you very much.

(The letters referred to follow:)

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, March 27, 1969.

HON. RICHARD M. NIXON,
President of the United States,
The White House,
Washington, D.C.

DEAR DICK: You are well aware of the extensive damage and tremendous losses that have occurred in California as a result of recent storms. We in California are most appreciative of the unstinting assistance and support rendered by all agencies concerned to provide relief.

This assistance is authorized by existing state and federal legislation. It is evident, however, that additional assistance will be required to preclude further disruption of local economics or public fiscal programs. Legislation is pending in California to appropriate many millions of dollars for this purpose, and consideration is being given to revising the criteria under which assistance may be granted.

Additionally, I am sure you are aware that HR 6508 and SB 993 are being considered by Congress. This legislation would provide California additional disaster assistance which is urgently required. The importance of immediate passage of these measures cannot be overemphasized, since this emergency assistance will prevent or reduce deferment or elimination of ongoing programs for which local jurisdictions have been severely taxed to date.

A variety of damage figures has been reported with some as high as four hundred million dollars, but the best estimates available now indicate a minimum on the order of one hundred sixty-five million dollars public damage and one hundred million dollars private damage. Surveys continue with indications that significant increases above this two hundred sixty-five million dollar figure may be expected.

Accordingly, I am asking for your support for the passage of this legislation and its early implementation, and also for your support for continuation of required allocations under Public Law 81-875.

Sincerely,

RONALD REAGAN,
Governor.

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, March 27, 1969.

HON. WILBUR D. MILLS,
Chairman, House Ways and Means Committee,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN MILLS: There is enclosed a copy of a letter which I sent this date to President Nixon concerning the urgency of providing disaster assistance to California.

Provision of this assistance will require your support of H.R. 6508 (Johnson) and S.B. 993 (Murphy) which are now being considered by the Congress. Also, obviously, it will require appropriate inclusion in the budgetary process. While current legislation in California will defray a portion of the costs, the additional assistance, which will be provided by implementation of this legislation, is considered to be an urgent requirement with respect to state and local damage problems.

Accordingly, your support of this legislation and the provision of required funding will be appreciated.

Sincerely,

RONALD REAGAN,
Governor.

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, March 27, 1969.

HON. RICHARD B. RUSSELL,
Chairman, Senate Budget Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR RUSSELL: There is enclosed a copy of a letter which I sent this date to President Nixon concerning the urgency of providing disaster assistance to California.

Provision of this assistance will require your support of H.R. 6508 (Johnson) and S.B. 993 (Murphy) which are now being considered by the Congress. Also, obviously, it will require appropriate inclusion in the budgetary process. While current legislation in California will defray a portion of the costs, the additional assistance, which will be provided by implementation of this legislation, is considered to be an urgent requirement with respect to state and local damage problems.

Accordingly, your support of this legislation and the provision of required funding will be appreciated.

Sincerely,

RONALD REAGAN,
Governor.

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, March 27, 1969.

HON. ROBERT P. MAYO,
Director, Bureau of the Budget,
Washington, D.C.

DEAR MR. MAYO: There is enclosed a copy of a letter which I sent this date to President Nixon concerning the urgency of providing disaster assistance to California.

Provision of this assistance will require your support of H.R. 6508 (Johnson) and S.B. 993 (Murphy) which are now being considered by the Congress. Also, obviously, it will require appropriate inclusion in the budgetary process. While current legislation in California will defray a portion of the costs, the additional assistance, which will be provided by implementation of this legislation, is considered to be an urgent requirement with respect to state and local damage problems.

Accordingly, your support of this legislation and the provision of required funding will be appreciated.

Sincerely,

RONALD REAGAN,
Governor.

Senator JORDAN. I am particularly conscious of floods and the damage they can cause. We are going to have to continue to do all we can to avert these disasters. I live on a river and it is normally not a very big river, but we have a cotton mill right on that river and in 1945 we had 6 feet of water up in that mill. One who has never seen a flood can't imagine it. The mud and the debris that comes along with it, unless you have seen it, why, you can't comprehend it. That is one reason I have been a great advocate of flood control so we can avert these disasters.

Of course, right now, you have got a problem of taking care of the one that has already happened.

Senator MURPHY. That is a fact, Mr. Chairman. To add to the problem, we have this extra heavy snowpack. Of course, if you have heavy rains in the valley, you have extra snow up in the high peaks and ranges. Precautions against a runoff have been taken. All of the holding areas and the catch basins have been run down as much as they can be under the conditions in order to prepare for it, but everyone is quite worried still because this is a very heavy snow, which could cause even greater damage than the rains have already.

We must assist the people who have had their farms ruined by 3 or 4 feet of silt and their livestock buried. They don't know which way to turn for help to get started again.

That is one of the main purposes of this bill.

Another situation mentioned in S. 993 is extremely critical now. There is a tremendous shortage of lumber. Some economists just don't know what to do with the rise in its cost and this situation is going to further aggravate it. We must find funds to repair the lumber trails into the forest or we won't be able to get the needed lumber out.

There has simply been a concentration of calamities in California.

Senator JORDAN. You have got another problem. Not only is lumber scarce and expensive, but if these roads are not repaired a great deal of that timber is going to be bad because, you know, the life of a tree is just like people. When it reaches its maturity it should be harvested as it is ready because of the economic value that is going to come back to the Government in selling this timber which is needed now.

Senator MURPHY. Mr. Chairman, Mr. Charles Samson would like to make a presentation.

Senator JORDAN. Mr. Samson, we will be glad to hear from you.

STATEMENT OF CHARLES SAMSON, DIRECTOR OF THE CALIFORNIA STATE DISASTER OFFICE

Mr. SAMSON. Thank you, Mr. Chairman.

I am Charles P. Samson, director of the State disaster office.

Mr. Chairman, we have sent in copies for the committee of a report which carries considerable detail. I will only comment generally on it with emphasis on several of the points that appear appropriate.

Senator JORDAN. You may proceed on that basis, and the report will be included in the record at this point.

(The report referred to follows:)

OVERALL PUBLIC-PRIVATE DAMAGE ESTIMATES

The following general estimates reflect an upward revision in public damage from an earlier submitted estimate of 110 million to 165 million, 200 thousand dollars. This is caused by a 23% increase in the category of streets, roads, and bridges. This in turn has caused an adjustment in percentages across the board, but without significant dollar changes in other categories.

Current dollar estimates of public damage in 40 counties declared by the Governor to be a major disaster area (37 of these counties have been declared major disaster areas by Presidential proclamation) are now approximately 165 million, 200 thousand dollars. 27% of this estimated total is in the category of dikes, levees and drainage facilities; 48% is in the category of streets, roads and bridges; 14% is in the category of general debris clearance; 4% is in the category of protective health and sanitation measures; 4% is in the category of public utilities, primarily sewers; 3% in the category of public buildings and related equipment. (17% on Federal assistance system—31% non-Federal assistance system.)

The total private damage in these counties is estimated as approximately 100 million dollars. 55% of this estimate is in the agricultural category; 20% is in the residential and commercial category; and 25% is in the utilities area—railroads, electrical, water, etc.

Factual data on loss of lives is difficult to assess as it is noted that various county coroner reports normally used as a factual basis for such figures have included an unusually high percentage of traffic deaths which technically may not be attributable to storm damage as such. On this basis, figures provided by the Red Cross are considered more realistic insofar as deaths attributable

to actual storm conditions. Their figures to date show 33 dead, and a total of 117 injured to the point where hospitalization and/or treatment required.

Additional Red Cross data considered pertinent shows a total of 2,679 applications for assistance to individual families received by that agency, with an estimated $\frac{3}{4}$ to one million dollars to be committed in providing necessary assistance from this source.

With respect to the question on snow accumulations and possible effects of quick thaw, record or near record snows have already been measured throughout all mountain areas. If normal snow occurs during the remainder of March, it is certain that most existing snowfall records will be exceeded. This heavy snow accumulation, combined with soggy valley floors due to heavy sustained rainfall at lower elevations, creates potential problems in the event of rapid snow melt. The San Joaquin Valley is considered particularly critical in this regard.

On March 10, 1969, members of the National Government, State government, local jurisdictions and private enterprise met in Sacramento for the purpose of assessing the situation and organizing to cope with this threat. During the period of heavy run off, the Corps of Engineers, Bureau of Reclamation, State water sources, and local district personnel will provide continuous surveillance, patrolling and repair of the reservoir and levee system. Flood control releases have been instigated and are continuing in order to gain reservoir space for regulating the expected heavy run off from snow melt as the winter ends. Depending on the weather and related conditions, resources will be mobilized in appropriate places to cope with any breaks or other damage which may occur as a result of conditions beyond the capability of local forces. This situation is considered under control at the present time, and it is believed that the provisions being made for future actions are sound and appropriate.

It should be noted that the damage figures provided both in the public and private areas are estimates only and subject to further revision. Damage assessments are still in process at county and city level. It is expected that an additional 3 or 4 months will be necessary before fairly accurate figures can be compiled. Indications are that these estimates will increase.

TULARE LAKE BASIN

A. General

1. On the western slope of the Sierras, from the Feather River to and including the Kern, snow covers 14,500 square miles, with depths up to 200 inches. This area is almost 10% of the total area of the state.
2. Rate of runoff from the snow pack will depend primarily upon temperatures in the snow pack area during the critical period, April through July.
3. The San Joaquin Valley and the Tulare Lake Basins offer a higher risk of flood due to snowmelt runoff than any other area of the state. The latter presents the bigger problem, since drainage terminous is landlocked.
4. The Tulare Lake Basin is affected by the watersheds of the Kern, Tule, Kaweah, and Kings Rivers.
5. The only controlled disposal of water to the ocean from the Tulare Basin is from the Kings River through the Fresno Slough to the Mendota Pool, thence into the San Joaquin River.
6. The consumption of irrigation water during the runoff period, April through July, will greatly influence the amount of Tulare Lake storage space used.
7. Buena Vista Lake, fed by the Kern River, covers 23,000 acres and has a relatively small capacity of 230,000 acre feet. Surplus water from this lake must either be diverted north to Tulare Lake or flood agricultural land.

B. Kern River

It is estimated that the snowshed of the Kern River will produce 451% of the normal snowmelt runoff during the period April through July 1969.

For this period, a runoff of 1,900,000 acre feet is anticipated.

Control of this runoff depends upon the capacities of Isabella Reservoir, irrigation usage, ground water replenishment, and dumping the excess into Buena Vista and Tulare Lakes.

The present available space in Isabella Reservoir is 345,400 acre feet, and 230,000 acre feet at Buena Vista Lake, for a total of 575,400 acre feet.

Water usage plans for irrigation and ground water replenishment for the four-month period is estimated to be 600,000 acre feet.

Plans for the same period include dumping 180,000 acre feet per month into the Buena Vista-Tulare system (720,000 acre feet for the four-month period).

Since Buena Vista capacity is 230,000 acre feet, spillage into Tulare or elsewhere will have to be negotiated with land users. It is contemplated that there will be flood damage to agricultural land, with the various local groups trying to agree on where and how to keep the damage to a minimum.

SUMMARY OF RUNOFF—APRIL—JULY ESTIMATES

[Acre-feet]

	Available	Disposal	Surplus
Total from Snowshed.....	1,900,000		
Isabella Reservoir.....		345,000	
Buena Vista Lake ¹		230,000	
Irrigation and ground water.....		600,000	
Tulare Lake ¹		370,000	
Net (Tulare Lake).....			355,000

¹ Subject to negotiation.

Mr. Harold Russell, Buena Vista Water Storage District, and Mr. Charles Williams, Kern County Land Company, provided information regarding plans for control of runoff.

C. Tulare Lake

The two largest sources of water which may contribute to Tulare Lake are the Buena Vista Lake-Kern River system and the Kings River. The Tule and Kaweah Rivers watersheds provide lesser, although significant, amounts. It is estimated that the Kings River snowshed will produce 2.9 million acre feet during the four-month period, of which about 1.1 million will flow north through Fresno Slough into the San Joaquin River, and 1.3 million will be used for irrigation.

Tulare Lake now contains about 434,000 acre feet within controlled cells, covering 60,000 acres. As additional water is accepted in the lake, agricultural land available for cultivation is reduced.

Current combined space available in Success, Pine Flat, Terminus, and private reservoirs is about 600,000 acre feet and increasing.

SUMMARY OF RUNOFF—APRIL—JULY ESTIMATES

[Acre-feet]

	Available	Dispos
Kings River snowshed.....	2,900,000	
Pine Flat and private reservoirs.....		501,000
Mendota Pool via Fresno Slough.....		1,130,000
Irrigation.....		1,300,000
Tule River snowshed.....	200,000	
Success Reservoir.....		30,000
Irrigation and ground water.....		150,000
Kaweah River snowshed.....	700,000	
Terminus Reservoir.....		69,000
Irrigation and ground water.....		580,000
Buena Vista Lake-Kern River (disposal and surplus).....	725,000	
Tulare Lake.....		765,000
Total.....	4,525,000	4,525,000

Tulare Lake can handle the 765,000 acre feet necessary to take care of the excess runoff. It should be noted that most of this water is contributed from the Kern River watershed. If this high estimate of 451% snowpack is in error to the low side, the need to send water to Tulare Lake will be reduced.

All agree that this is the biggest source of worry to agricultural interests.

Information was furnished by Mr. Robert Leake, Kings River Water Association; Mr. John Rachord, J. G. Boswell Company, Corcoran; and Robert Miller, State Department of Water Resources.

REQUEST RECEIVED TO DATE AS OF MAR. 15, 1969, BY PROJECT APPLICATION FOR SUPPLEMENTAL FEDERAL FINANCIAL ASSISTANCE UNDER PUBLIC LAW 81-875

[By category]

Counties	Debris clearance (A)	Protective, health and sanitation measures (B)	Streets, roads, and bridges (C)	Dikes, levees, and drainage facilities (D)	Public buildings and related equipment (E)	Public utilities (F)	Total
Amador.....	\$1,500.00	\$750.00	\$3,800.00	\$14,882.50	-----	\$5,000.00	\$25,932.50
Contra Costa.....	12,000.00	-----	8,000.00	251,992.90	-----	-----	271,992.90
El Dorado.....	-----	-----	-----	-----	-----	542.03	542.03
Fresno.....	45,013.33	164,268.95	467,441.37	334,937.11	-----	13,629.85	1,025,289.85
Humboldt.....	5,314.00	397.00	2,692.00	10,300.00	-----	137,537.00	150,319.00
Inyo.....	3,801.00	19,095.86	1,018.40	90,123.73	-----	-----	18,803.00
Kings.....	7,754,708.39	542,334.64	6,632,643.66	3,170,634.92	\$374.00	318.25	126,713.24
Mariposa.....	2,000.00	690.00	19,346.00	-----	133,509.68	557,357.70	18,91,208.99
Mendocino.....	5,900.00	-----	32,000.00	-----	-----	22,036.00	37,000.00
Merced.....	3,500.00	2,911.68	2,900.00	25,485.41	108,575.00	-----	140,622.09
Modoc.....	3,500.00	16,500.00	52,910.00	-----	2,000.00	-----	74,910.00
Mono.....	41,625.05	3,050.00	-----	-----	-----	-----	44,675.05
Monterey.....	20,465.34	15,720.78	137,094.31	32,886.21	-----	-----	206,176.64
Orange.....	37,567.39	303,881.73	157,555.08	4,219,207.40	726.00	161,309.38	4,880,066.98
Placer.....	9,186.64	11,309.95	297,381.11	-----	-----	5,813.33	323,691.03
Riverside.....	149,475.99	128,040.92	506,868.50	526,949.00	8,447.95	969,008.75	2,288,719.11
Sacramento.....	13,260.00	51,145.14	-----	-----	9,000.00	-----	752,579.87
San Benito.....	16,725.00	18,089.00	134,190.00	3,520.00	-----	2,500.00	175,024.00
San Bernardino.....	988,568.30	291,008.17	1,414,791.70	2,606,735.00	9,525.00	352,573.58	5,673,201.75
San Joaquin.....	6,950.00	30,434.07	46,784.82	1,202,945.12	-----	-----	1,287,134.01
San Luis Obispo.....	8,800.00	13,060.00	55,590.00	-----	-----	77,450.00	1,250,551.75
Santa Barbara.....	100,793.72	145,175.02	635,341.74	170,300.00	42,069.50	156,871.77	1,250,551.75
Shasta.....	450.00	634.50	27,000.00	9,000.00	-----	-----	36,000.00
Solano.....	4,069.99	6,621.98	17,800.00	271,096.77	-----	79,850.00	369,831.27
Stanislaus.....	-----	-----	251,070.00	35,250.00	754.73	-----	297,766.70
Tehama.....	6,260.80	19,009.16	10,275.00	3,226,860.00	-----	-----	3,237,135.00
Tulare.....	1,172,438.58	314,900.29	17,003.15	2,286,222.20	17,714.00	-----	346,209.31
Ventura.....	13,600.00	2,024.00	1,539,454.60	2,684,540.28	14,656.91	689,370.03	6,415,360.69
Yuba.....	-----	-----	103,000.00	27,500.00	-----	18,793.00	164,917.00
Total counties, cities, and districts.....	10,426,423.52	2,101,072.84	12,606,943.44	19,880,485.28	347,352.77	3,150,473.91	48,512,751.76
Total State agencies.....	500.00	46,069.15	145,654.00	541,463.00	154,920.00	-----	888,606.15
Grand total.....	10,426,923.52	2,147,141.99	12,752,597.44	20,421,948.28	502,272.77	3,150,473.91	49,401,357.91




COUNTIES DECLARED DISASTER
PL 875 AREAS.

CALIFORNIA DISASTER OFFICE

MUTUAL AID REGIONS



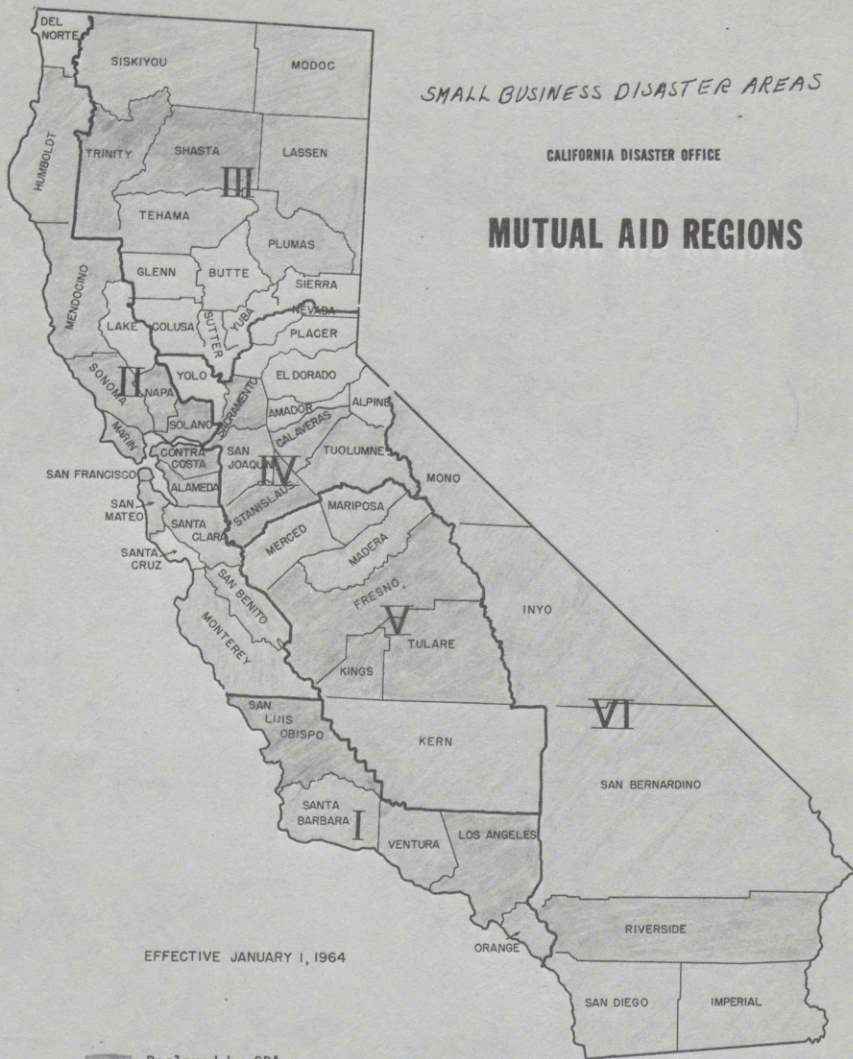
EFFECTIVE JANUARY 1, 1964

-  Declared by the President
-  Proclaimed by the Governor for Tax Relief
-  Proclaimed by the Governor - no Federal Assistance requested

SMALL BUSINESS DISASTER AREAS

CALIFORNIA DISASTER OFFICE

MUTUAL AID REGIONS



EFFECTIVE JANUARY 1, 1964

- Declared by SBA
- Eligible under SBA (contiguous)



Mr. SAMSON. Thank you very much.

I would like to express the appreciation of Governor Reagan for our people to have the opportunity to appear before you and also for the work which has been done in California for which this committee has been responsible in the past.

The California Disaster Office is responsible for the administration of Public Law 875 funds, which provide for the emergency repairs and restoration outside of the private sector, and I would emphasize that the bill becomes even more important in the prevention of disruptions to the economy.

The general estimates which I have included in my report to the committee have been revised upward and, as has been indicated, also, these are continuing to escalate. The figure of \$165 million will probably be increased somewhat as a result of later reporting. There are also certain areas today which cannot be reached because of the heavy snow cover and, accordingly, the results in there will not be known until sometime later in the spring.

It is indicated, also, that landslides which are occurring will continue to occur, regardless of whether the rain continues, because the ground is so saturated in many areas that it can be predicted that there will be landslides for several months to come.

The total private damage has been indicated as \$100 million. Roughly 55 percent of this is in the agricultural areas, 20 percent in residential and commercial and 25 percent in the utilities areas. Hence, the importance of the other aspects of this bill, which the Senator has mentioned.

I would comment briefly on your question concerning the San Joaquin Valley. As you probably are aware, there are two old lake beds in the lower part of the San Joaquin Valley—Tulare Lake and Buena Vista Lake. These are areas which formerly were lake beds, later reclaimed and now used as tremendously rich farming land. They are divided into large cells which are flooded as necessary on a contingency basis when floods occur.

In the 1967 period we had something like 23,000 acres in the Tulare Lake Basin flooded and it carried about 7 to 8 feet deep, something on the order of 175,000 acre-feet. This was done by flooding, I believe, two of the cells.

There is now some 70,000 acres under water, anticipated to rise to 200,000 acres, with something like 335,000 to 350,000 acre-feet of water in there now, which may well go up over 1 million acre-feet. This water will remain in the area for a considerable time; so it can affect that land and the economy of those counties for years.

In 1967 it was late August and September, before that water receded off the land, and then some time after that before the farmers could get in to plant; so you can see that there is a tremendous side effect on the economy of the area which affects its tax structure.

This, again, emphasizes the importance of the emergency aspects of this bill. Since mid-February, in anticipation of the coming floods which will create some problems in these and other areas, we have been meeting with the representatives of the Federal Government, various State agencies, and private individuals who have the control of the flow of water in these various areas. We are working out a coordinated effort to insure that storage in reservoirs behind the dams along the east slope of the San Joaquin Valley is reduced to the maximum extent possible before the floods really start from the melting snows in the spring. Recent warm weather has increased the inflow to reservoirs. The increase of the out-flow has caused levels to be drawn down so there now is a considerable reservoir space available. This will continue throughout the period. Also, provisions have been made for the patrolling of the levees, emergency repair work, and all things necessary to provide the maximum of safety during this period. These will require considerable additional expenditures

by the State and, of course, by the Corps of Engineers and some Federal agencies.

It has been a tremendously fine cooperative effort of all echelons of government and private individuals who are working together on this, and I think it is worthy of considerable note, the fact that such a cooperative effort is taking place.

In spite of this, however, we do anticipate that there will be considerable additional damage that will result later in the year.

The data in my report covers all areas of California involved in the current disaster. My comments necessarily have treated limited areas. You will hear from representatives of other areas of the State. We support the bill as it affects all areas concerned.

That generally concludes my remarks. I would be pleased to answer any questions that might be asked.

Senator JORDAN. Mr. Samson, I appreciate your remarks and I assure you that the other information you have along with your statement will be considered by the full committee, and the subcommittee, of course.

Mr. SAMSON. Thank you, Mr. Chairman.

Senator JORDAN. At this point I would like to say that we are delighted to have the chairman of the full committee to be with us at this time. He is very much interested in all these matters and he dropped by here particularly because he is so interested.

Would you like to make a statement, sir?

Senator RANDOLPH. Mr. Chairman, I will not break the continuity of the testimony, except to have the record reflect that the Senate 993 is legislation introduced by our distinguished colleague from California. We had the valuable services of Senator Murphy, as you know, Senator Jordan, on our committee for 4 years. I believe that is the exact time, if memory serves correctly.

Senator MURPHY. That is right, Mr. Chairman.

Senator RANDOLPH. And during that time he was a helpful member in the consideration of legislation. His help was not provincial in any sense, but was applied to the Nation as a whole. He brings to us in this legislation, Senate 993, a disaster proposal which is the result of experience in his own State actually, where there have been these very considerable problems, tragic in nature, and in degree. I had the privilege, Mr. Chairman, of talking with Senator Murphy about this legislation. I have assured him that we want to proceed with the hearings as expeditiously as possible, and then in the subcommittee and the full committee we will give well-reasoned judgment to this matter.

So I join you, Mr. Chairman, and members of our Subcommittee, on Roads, and the entire Committee on Public Works, in saying to the Senator and his associates and friends, those who testified today from California, that we are conscious of his commitment and that we wish to move the legislation based on the counsel which is given to us in the hearings.

I had asked the young lady, a member of our staff, to secure for me the name of the poet in California who wrote that very stirring poem which I knew as a youngster called "Columbus." I can still recite it, which I am not going to do. But "Behind him lay the gray Azores; behind the gates of Hercules. Before him only ghosts of shores; before him only shoreless seas."

But that was written by a Californian. I lived up in this country.

His name was Joaquin Miller. I thought I remembered his name though we pronounced Joaquin in two or three different ways.

Senator MURPHY. Joaquin.

Senator RANDOLPH. Joaquin Miller.

Senator MURPHY. Yes.

Senator RANDOLPH. Sounds more like a valley than a man's name, but I was remembering correctly.

And, because of the subject matter here, floods which sweep through a valley and disrupt life, shift buildings, mislocate highways, I thought of a story that was told of Joaquin Miller who was visited by a friend in his cottage. The friend said, "Your cottage here is rather unusual," and the Poet Miller, said, "Well, nothing ever sweeps through it but the wind." And the guest said, "Well, I can see that it has never been swept by anything else."

So I do feel that here we must come with a rather frontal attack, Senator Murphy. Timid approaches do not suffice in matters of this kind. Tragic aspects of upheavals which take place must be considered by our subcommittee.

And I thank you, Mr. Chairman, for allowing me to just participate, and to express to Senator Murphy and to assure him, as the chairman has already done, of our concern.

Senator MURPHY. Mr. Chairman, if I may, I would like to thank my distinguished colleague for his most gracious remarks, and say how pleased I am with the way that this whole matter has been expedited and the speed with which it has been brought to the attention of the subcommittee. The reception which we have received here today has been most courteous.

With regard to experiencing of floods, does the chairman remember a former colleague of mine, Ralph Bellamy, a distinguished actor who had the privilege of portraying President Roosevelt in the great successful play in New York? During the last flood that I experienced in California he lived in a house down on Riverside Drive. This was a brick house with a brick wall around it. When he returned home from work one day there wasn't even any evidence that there had ever been a house there. Every brick, had disappeared down the floodwaters of the Los Angeles River, which ordinarily is a little stream 4 feet across. That was a terror. Once I watched a wall of water 40 feet high come down and destroy a brand new bridge by the Universal Studio in a matter of about 3 minutes. There was no evidence of a bridge ever having been there.

So many of these homes in southern California counties have been built on hillsides. The water just seeps in and undercuts the home until it slides.

Senator RANDOLPH. Just before leaving, Senator Murphy, I think the record should also reflect that these types of floods—we call them in the West Virginia hills flash floods. I am not saying their origins are the same, but we find the loss of life and the heavy destruction in property, and it takes place in minutes; not hours. It is that sort of a movement of water.

Senator MURPHY. Yes.

Senator RANDOLPH. It is a very real threat that has brought terror, as you have indicated by the use of that word, into our mountain and valley country.

Senator MURPHY. Thank you very much.

Senator JORDAN. Speaking of the poet's house being swept by the wind, I have seen windstorms, hurricanes, cyclones, and have been really in them, but I have also seen two floods and there is a vast difference between a windstorm sweeping a house and a flood, because the flood sweeps the house away, so you don't have to sweep.

Senator MURPHY. That is right.

Senator JORDAN. They are both bad, but there is nothing that can compare with a flood of this magnitude.

I just want to say that you have given a great deal of thought to this legislation, and you know something about it. You presented it well, and we are delighted to have it.

Senator MURPHY. I might say that in regard to the testimony of Mr. Samson 3 years ago, Senator Kuchel and I enlisted the support of all the Federal and State agencies that might be involved in flood-control programs to take every precaution in averting a flood. For the first time, I believe, in the history of our State, everyone had been alerted and organized and we had no problem, even though the rains were heavy.

This year, as just pointed out, this same organization is taking place this year in order to avert whatever damage may occur. Unfortunately, however, we have no space for runoffs. It has already been taken up with rains and there will be an increasing problem.

Mr. Chairman, with your permission, Mr. Stearns has a statement he would like to make.

Senator JORDAN. We will be glad to hear from you, Mr. Stearns.

STATEMENT OF JAMES G. STEARNS, RESOURCES AGENCY, DEPARTMENT OF CONSERVATION, STATE OF CALIFORNIA

Mr. STEARNS. Mr. Chairman and members of the committee, I appear today on behalf of the resources agency of California to support S. 993, and to suggest several other areas of concern that deal with the subject matter of that bill.

Other witnesses can present damage figures in dollars to both public and private facilities in addition to my request, and I would like to confine my remarks generally to preventive measures as we go into what our meteorologists tell us will probably be a cycle of wet years. And, since we very probably have major localized flooding ahead of us this year, I would like to give the committee a general idea of the State's capabilities if that eventuality develops.

I would like to call to the attention of the committee the fact that California's Public Law 566 proposals are the proper concern of this committee, as well as the Senate Agriculture Committee. As the results of the recent southern California floods indicate, these projects will protect urban areas, too; and there is ample reason for your two committees to consider them for emergency funding.

Because the Carpinteria project is such a good example of this, I have provided the committee with copies of the work plan and a pictorial record of the flood it is designed to control.¹ Your committee has, also, a status report of all Public Law 566 projects in California; and I submit, today, our best estimates of the damages in the areas where these projects are yet to be funded, or are not completed. Taken

¹ The material is retained in the committee files.

together, they present an opportunity to buy an awful lot of flood control for a relatively small amount of money.

Your staff can digest these figures, but in round figures it is the sum of these seven small projects now ready for funding in the Congress, which is about \$21 million, and they fall in the areas of Main Street Canyon in Riverside County, and three of them in the north-central coast area of San Luis Obispo, San Luis Rey, and Carpinteria. The damage that was done in these areas was pretty spectacular. The most spectacular of all, of course, was to Carpinteria.

Because the stability of the watershed of any stream is all important in the origination of flood-carried debris, and because that debris compounds and multiplies the destructive force of any heavy runoff, we cannot afford to let our watersheds burn. The tragic fire-flood sequence was demonstrated at Glendora in southern California this year.

Again, I call on your good offices to communicate to your Agriculture and Appropriation Committees the vital need for full funding of the Clarke-McNary Act. The vegetable cover of the watershed that retains the moisture where it falls is the best and least costly flood prevention money can buy.

The California Division of Forestry and the U.S. Forest Service have one of the finest, most effective cooperative mutual-aid fire-protection systems in the country; but they can only go as far as their money takes them. The Federal Government does have, as expressed in the Clarke-McNary Act, an interest in the non-Federal watershed areas. The aftermath of a flood demonstrates, as nothing else can, how much can be bought in damage prevention and avoided human suffering with an adequate wildland fire-protection system. Full funding of the authorized \$20 million a year to the States would materially assist this effort in California. In addition, a congressional review dating back to the original 50-50 concept embodied in the 1924 act seems to be indicated.

In California's instance, this 50-50 matching fund beginning in 1924, is at the place where the Federal share is now slightly less than \$1 million and the State is putting up about \$26 million a year in fire protection.

I would like to assure the committee that neither the State of California, nor the Federal agencies with responsibility there, are waiting without preparation the spring flooding that may very well develop. Although the Corps of Engineers has overall maintenance responsibilities for works they have constructed in California, the water control and flood protection systems have been built and are operated as cooperative projects by many agencies of government at all levels. They are preparing for and will respond to these spring emergencies in the same cooperative vein that these problems have historically been faced in California.

In addition to the Corps of Engineers, this involves the Bureau of Reclamation, the Department of the Army as a service coordinating agency, the California Department of Water Resources, California Reclamation Board, and a vast array of local irrigation districts and flood control agencies. Operating from one central headquarters in Sacramento with a full interchange of information, beginning with known snowpack and weather data, these agencies represent one of the country's most effective flood response combinations. Their call for

assistance to the California Disaster Office and the Office of Emergency Preparedness brings into play additional manpower and machinery, including my own department of conservation.

The division of forestry's conservation camp system provides a very effective trained hand labor force for fire and flood and other emergencies. They assisted in the cleanup of the Santa Barbara oil spill. About 3,000 men organized into 16-man crews, they are trained and well led, with their own transportation and they are a very effective hand labor force for all emergency circumstances.

Senator JORDAN. May I ask who defrayed the expense for that part of the program?

Mr. STEARNS. It is a part of the corrections system, but they are in 80-man camps scattered all over the State. We have 33 of them and know for the work that we get out of them they are not expensive. They are very effective.

Senator MURPHY. The State provides this, does it not?

Mr. STEARNS. Yes; but we use them on Federal land for fighting fire and floods in emergency circumstances.

Senator JORDAN. It is a State agency?

Mr. STEARNS. Yes; it is. I know this presentation has been very general in nature, some of the material that I have forwarded to your staff is more explicit in terms of California's fire protection and small watershed project needs. In separate letters, our department of parks and recreation, and harbors and watercraft, have submitted damage figures for their own facilities.

I think I will conclude my testimony with that and will be happy to answer any questions.

Senator JORDAN. Thank you very much.

Senator MURPHY. Thank you, Mr. Chairman. We appreciate very much the opportunity to appear this morning. I have every confidence that this bill will get full consideration, and we are very hopeful that we cannot only help the people who suffered through this calamity but also set a pattern for emergency conditions in the future through this bill so we won't have to be doing it after the fact. Also, I would hope that we can find a means to make the President of the United States capable of acting immediately in future years when such a disaster strikes.

Senator JORDAN. Thank you. I appreciate your being here with your assistants, and I can assure you of appropriate action by this committee.

Without objection, the material you have supplied will be included in the record at this point.

(The material referred to follows:)

STATE OF CALIFORNIA—MEMORANDUM

To: Hon. N. B. Livermore, Jr., Secretary for Resources.

From: Department of Parks and Recreation.

Date: March 26, 1969.

Subject: Damage to State Park Facilities—Storms of January—March 1969. S. 993; H.R. 6508.

The following information is for presentation to the Committee hearings on H.R. 6508 and S. 993.

The total estimated cost of repairs to damaged State park facilities caused by the recent severe storms is \$930,200. It is likely that additional damage will

become apparent as the water recedes in flooded units and the snow melts in the high country.

The cost of repair estimates are in three categories—I. Public Facilities, II. Natural Resources, III. Non-public Facilities. A breakdown of the estimated costs by districts and categories is attached. A brief explanation of the categories and totals follows:

I. DAMAGE TO PUBLIC FACILITIES

A. Buildings and structures.....	\$54,100
(Includes public buildings and structures damaged or destroyed by water, wind, or mud).	
B. Roads and bridges.....	362,700
(Includes all park roads and bridges damaged by slides, slipouts or washouts, including replacement of culverts, guardrails, etc.)	
C. Other	80,800
(Includes trail damage, replacement of incidental equipment such as garbage cans or picnic tables, damage to formal landscaping, utilities and gravel removal from Lake Benbow water ski area, and emergency snow removal at Squaw Valley.)	

II. DAMAGE TO NATURAL RESOURCES

A. Land	213,600
(Includes erosion repair, cleanup of debris on beaches, and cleanup of fallen trees where they interfere with public use.)	
B. Stream damage.....	88,600
(Includes repair of bank protection works, and removal of log or debris jams.)	
C. Other	60,300
(Includes removal of storm debris not listed in other categories.)	

III. DAMAGE TO NONPUBLIC FACILITIES

A. Buildings and structures.....	9,800
(Includes repairs to service and administration buildings and residences.)	
B. Other	50,000
(Includes damage to wells and pumps, sprinkler systems, dikes, etc.)	
Request to Department of Parks and Recreation by San Luis Obispo County	9,800
(Facilities owned by Department of Parks and Recreation and operated and maintained by San Luis Obispo County.)	
Total	930,200

	District 1	District 2	District 3	District 4	District 5	District 6	Total
I. Damage to public facilities:							
A. Buildings and structures....	1,000	2,100	43,900	600	4,100	2,400	54,100
B. Roads and bridges.....	224,000	37,200	46,400	38,300	14,800	2,000	362,700
C. Other.....	12,500	2,200	{ 12,600 130,200 }	500	5,500	17,300	80,800
II. Damage to natural resources:							
A. Land (slides, etc.).....	50,000	0	25,300	2,500	23,700	112,100	213,600
B. Stream damage.....	60,000	2,000	19,100	4,500	300	2,700	88,600
C. Other (cleanup, debris, etc.)	2,000	2,600	11,400	16,700	9,500	18,100	60,300
III. Damage to nonpublic facilities:							
A. Buildings and structures....	0	0	3,500	700	2,100	3,500	9,800
B. Other.....	0	0	1,200	0	400	48,900	50,500
Subtotal.....	349,500	46,100	193,600	63,800	60,400	207,000	920,400
Request from San Luis Obispo County.....							9,800
Total.....							930,200

¹ Emergency snow removal, Squaw Valley SRA.

STATE OF CALIFORNIA
 DIVISION OF SOIL CONSERVATION
STATUS OF WORK PLANS

PROJECT	IN PROGRESS				WORK PLAN REPORT POLICY	DRAFTS AGENCY	FINAL	AUTHORIZED FOR CONST.
	25%	50%	75%	100%				
DIVISION								
*MAIN STREET CANYON								
*MUSTANG CREEK								
*UPPER LLAGAS CREEK								
*LOWER LLAGAS CREEK								
*NEW JERUSALEM								
*BUTTONWILLOW								
STONE CORRAL								
CARPINTERIA								
WILLOW CREEK								
PORTAL RIDGE								
HUNGRY HOLLOW								
ROCK CREEK								
CAPAY VALLEY								
MT. DIABLO-SEAL CREEK								
COON CREEK-AUBURN RAVINE								
S.C.S.								
TEMLADERO								
ALISAL								
COOPER								
NATIVIDAD								
PINE CREEK NO. 1								
PINE CREEK NO. 2								
SHASTA RIVER								
UPPER NAPA RIVER								
COTTONWOOD-WILLOW SLOUGH								
DRY SLOUGH-DAVIS AREA								
CHAMPLIN SLOUGH								
PATTERSON								
TYNAN LAKE								

* APPROVED BY CONGRESSIONAL COMMITTEES FOR INSTALLATION OF WORKS OF IMPROVEMENT

1/ PROJECTS WHICH INCLUDE A RESERVOIR WITH A CAPACITY IN EXCESS OF 4,000 ACRE-FEET.

MARCH 1969

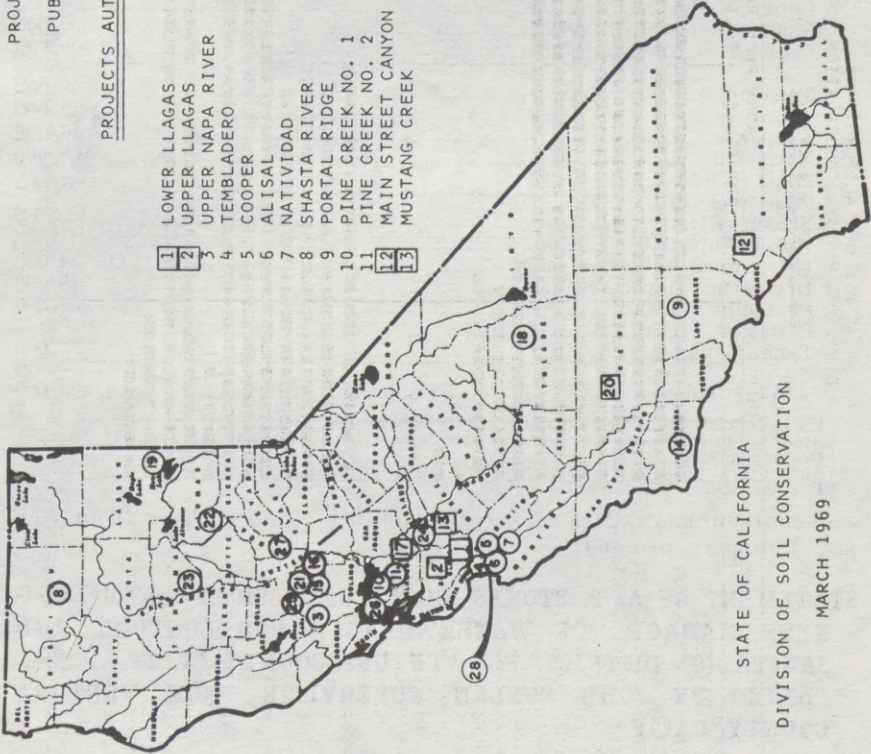
PROJECT PLANNING

PUBLIC LAW 566

PROJECTS AUTHORIZED FOR PLANNING

- 1 LOWER LLAGAS
- 2 UPPER LLAGAS
- 3 UPPER NAPA RIVER
- 4 TEMBLADERO
- 5 COOPER
- 6 ALISAL
- 7 NATIVIDAD
- 8 SHASTA RIVER
- 9 PORTAL RIDGE
- 10 PINE CREEK NO. 1
- 11 PINE CREEK NO. 2
- 12 MAIN STREET CANYON
- 13 MUSTANG CREEK

- 14 CARPINTERIA
- 15 COTTONWOOD-WILLOW SLOUGH
- 16 DRY SLOUGH-DAVIS AREA
- 17 NEW JERUSALEM
- 18 STONE CORRAL
- 19 WILLOW CREEK
- 20 BUTTONWILLOW
- 21 HUNGRY HOLLOW
- 22 ROCK CREEK
- 23 CHAMPLIN SLOUGH
- 24 PATTERSON
- 25 CAPAY VALLEY
- 26 MT. DIABLO-SEAL CREEK
- 27 COON CREEK-AUBURN RAVINE
- 28 TYNAN LAKE



STATE OF CALIFORNIA

DIVISION OF SOIL CONSERVATION

MARCH 1969

APPROVED FOR CONSTRUCTION- NOT YET FUNDED

STATE OF CALIFORNIA, DIVISION OF SOIL CONSERVATION

Flood damage report—Public Law 566 projects,¹ January–February 1969

Project	Flood damages
Division :	
Main Street Canyon ² -----	\$250,000
Mustang Creek ² -----	450,000
Upper Llagas Creek ² -----	234,000
Lower Llagas Creek ² -----	351,000
New Jerusalem ² -----	(³)
Buttonwillow ² -----	(³)
Stone Corral-----	200,000
Carpinteria-----	1,800,000
Willow Creek-----	(⁴)
Portal Ridge-----	150,000
Hungry Hollow-----	70,000
Rock Creek-----	20,000
Capay Valley-----	(⁴)
Mount Diablo-Seal Creek-----	20,000
Coon Creek-Auburn Ravine-----	400,000
SCS :	
Tembladero-----	88,000
Alisal-----	32,000
Cooper-----	16,000
Natividad-----	168,000
Pine Creek No. 1 }-----	30,000
Pine Creek No. 2 }-----	
Shasta River-----	(⁴)
Upper Napa River-----	(⁵)
Cottonwood-Willow Slough-----	24,000
Dry Slough-Davis Area-----	18,000
Champlin Slough-----	63,000
Patterson-----	(³)
Tynan Lake-----	25,000
Total damages-----	4,409,000

¹ Flood damages for projects planned or being planned.

² Approved by congressional committees for installation of works of improvement.

³ Drainage project.

⁴ Agricultural water development project.

⁵ Damages included in Napa River (\$46,700).

Senator JORDAN. Mr. Stokes, we would be glad to hear from you, sir. You may proceed.

STATEMENT OF A. P. STOKES, ROAD COMMISSIONER AND ENGINEER MANAGER OF WATERWORKS, FLOOD CONTROL, AND SANITATION DISTRICTS FOR VENTURA COUNTY, CALIF., ACCOMPANIED BY JOHN CONLAN, SUPERVISOR FROM VENTURA COUNTY, CALIF.

Mr. STOKES. Mr. Chairman, we will make a very brief presentation showing that what happened to Ventura County is typical in many counties in California.

[Chart.]¹

Mr. STOKES. Santa Barbara County is here. Los Angeles County is here, and this is the Pacific Ocean.

¹ Chart used by Mr. Stokes was not available for reproduction and inclusion in this hearing.

We have traversing our county the Santa Clara River. This major watershed had two peaks and we consider them two 100-year storms, 1 month apart.

To give you an idea of the flow in that river at the month, the flow in January exceeded the amount that flowed into the Orville Dam in northern California for the same time period by some 20 percent.

Of course, you members of the Public Works Committee are well familiar with the California water problem. Along with that flow, we had some things that probably never will occur again. We had two hippopotami that got loose in Los Angeles County, and they started down the river. We had two 14-foot alligators get loose from the animal compound and they came down the river. To indicate the severity and viscosity of the water, it killed both alligators.

Senator JORDAN. Who got the hides?

Mr. STOKES. We don't know.

Senator JORDAN. They are valuable, you know.

Mr. STOKES. We have found one here [indicating] that took a ride of approximately 50 miles and another one here maybe 30 miles.

But we suffered considerable damage in our county and particularly in the area of roads. Our county is one of the fastest growing counties in the United States. We have had a population increase in the last decade of approximately 100 percent. We have a beautiful county, and it is very wealthy in an agricultural sense. This Santa Clara River Valley is one of the finest citrus raising areas in the United States.

Senator JORDAN. Is that your principal crop in that valley?

Mr. STOKES. Yes; and then we have flower growing, and so on, but citrus is our major agricultural commodity, and it is the most important industry at the moment in our county. We had considerable damage, and, of course, without roads and other vital utilities we are in bad shape.

To give you an idea of what our losses in the county have been, we have lost property damage in the neighborhood of \$43 million, and this includes public utilities, private sectors, county roads, and so on. Our county roads suffered a damage of \$3.6 million.

Under existing relief acts that we have in our State, and in the Federal laws, if no action is taken on this bill or others we look forward to a loss of about \$1.2 million to restore our facilities, our roadways, and so forth, to a condition that existed just before the January storms. That \$1.2 million represents about 10 percent of the budget of the county that is available for that purpose.

Senator JORDAN. Was the great portion of your citrus fruit washed away or dirt washed off the roots, and so forth? In other words, did you have any permanent damage to your groves?

Mr. STOKES. Yes, sir. We had several situations. One was the dropping of debris. We have very steep mountains, and then it levels out to the alluvial plains, and what happens, as the water comes down and slows down, it drops the mud and in many cases this mud came up 4 or 5 feet on the tree and there is no way of saving that tree.

The other problem was the erosion of orchards by the river, and this took out the trees. But in our roads we had practically every town in the county severed by the failure and removal of bridges and

culverts during these storms. We had two storms precisely 1 month apart to the day, and both of these are classified as occurring on the average of once every 100 years. And this has us engineers a little shook up because of the 1-month difference between these storms.

Senator JORDAN. You got 100 years ahead of yourself; didn't you?

Mr. STOKES. Yes, and the optimists say now you have 200 years of flood-free situations, but as your previous witness indicated, we are going into a wet cycle, no question about that, and this will give southern California many problems.

Senator JORDAN. Well, as an engineering fact, it is well known that once you have a flood of that magnitude it can happen again unless measures are taken to prevent it by dams and diversion projects. The Corps of Engineers is capable of determining what is necessary and that is the only way to avert another disaster such as you have had this time.

Mr. STOKES. That is correct, sir.

Senator JORDAN. They never get so big that you can't have another one just as large or even bigger.

Mr. STOKES. Both of our floods were in excess of 100-year storms and the difference in elevation in this area here (indicating), between the worst storm that ever could occur, according to the Corps of Engineers, and what happened was barely this height of water (indicating). We lost a marina. The ocean here is a very favorite sailing area and the river course took three positions: one through the marina, one through a major generating plant of Southern California Edison, and then of course one under the bridge. We had 12 people lose their lives in our county within 1 week, and this is somewhat exceptional because there is high ground in our county and usually people move out. But these things came so quickly, this flash flood concept, that here we lost 10 people very suddenly in this area.

Senator JORDAN. Did the river empty into the ocean right there?

Mr. STOKES. Yes, sir, this is the coastline (indicating).

Senator JORDAN. Thank you.

Mr. STOKES. Well, that is essentially my presentation, Mr. Chairman. I would be happy to answer any other questions.

Senator JORDAN. I don't think I have a lot of questions. I can see very easily from your map right there.

Thank you very much, Mr. Stokes.

Mr. STOKES. Thank you.

Senator JORDAN. Does Mr. Colan have anything to add to your statement?

Mr. COLAN. Thank you, Mr. Chairman.

I would like to thank the Federal Government for the attention we have received, not only for our flood control damage but also for the oil damage. With two major floods and an oil slick in the area, as far as disasters are concerned, we hope we are finished with them. But if we do have a swarm of locusts to come later, we hope you will assist with that problem, also.

Senator JORDAN. Thank you. We will try to be helpful.

We appreciate your appearance, gentlemen.

Mr. COLAN. Thank you.

Senator JORDAN. Mr. Stokes' full statement will appear in the record at this point.

(The complete statement by Mr. Stokes follows:)

COMPLETE STATEMENT BY A. P. STOKES

ROAD RESTORATION PROGRAMS IN VENTURA COUNTY DUE TO FLOODING OF JANUARY
AND FEBRUARY 1969

My name is A. P. Stokes, Road Commissioner and Engineer Manager of the Water Works, Flood Control, and Sanitation Districts for Ventura County. I am appearing before your committee today as the County Road Commissioner to urge your support in obtaining Federal funding for reconstruction of County roads damaged during the flooding and high water of January and February of this year.

Virtually all of the major roads in the County were affected by the flooding of these two separate storms. At one time, the City of Ventura was isolated to the extent that the only access was on U.S. 101 to the south. The City of Santa Paula was completely isolated due to road damages for a short period of time; and the City of Fillmore was isolated for a much longer period.

At the present time we still have ten County roads which are closed due to flood damage; and, of these ten, five are in such a condition that we cannot estimate when they will be reopened.

The total cost of resoration of the roadways in Ventura County is estimated to be approximately \$3.1 million, which is in addition to the cost of debris removal and clean-up. Although the major part of this road reconstruction is eligible for reimbursement, we anticipate that the County will have to provide non-reimbursable local funds up to 20% of the construction budget for the forthcoming fiscal year.

To acquaint your sub-committee with the magnitude of the problem from a physical standpoint, the following are examples of some of the major problems within the County:

1. Santa Clara River crossings: Prior to the flooding in January and February of this year, there were five bridges across the Santa Clara River along its approximately thirty-mile length in Ventura County. Due to the high water in the Santa Clara River in January and February, the State highway bridge at Saticoy and the County bridge at Santa Paula were both severely damaged with multiple spans now missing. In addition, approaches to the Harbor Boulevard Bridge adjacent to the Pacific Ocean were damaged to such an extent that this crossing is now unusable. Hence, all traffic desiring to cross the Santa Clara River must utilize either U.S. 101 in the vicinity of Ventura, or State Route 23 in the vicinity of Fillmore. As a consequence, the traffic on the U.S. 101 bridge at Montalvo (which previously has been the point of maximum traffic volume in Ventura County) is now 50% greater, causing considerable strain on the State highway system and major traffic congestion on the County roads and city streets leading to the State highway.

2. Piru Canyon Road: Piru Canyon Road leads from State Highway 126 near the community of Piru up to a small community adjacent to the lake impounded by Santa Felicia Dam. This road traverses a rugged canyon and is essentially carved out of the side of a mountain. Due to the intensive rainfall and complete saturation of the hillside, plus the moderately high flow in Piru Creek at the base of the slope supporting the road, major sections of this roadway have slid and the lake community is virtually isolated, as there are no other roads into the area. The road is presently being used for emergency traffic; however, considerable work remains to be done before it can be considered completely restored.

3. Matilija Lake Road: This road is the only access to a small community and is carved out of the side of a mountain in very rugged terrain. Multiple major slides have completely covered the road and, in some places, the road has slid off into the canyon. Although the traffic volumes on this road and Piru Canyon Road are not particularly high, it is imperative that the road be reopened as soon as possible for access into this area.

4. Creek Road: Creek Road is a secondary access to the City of Ojai, and serves a number of ranches and residential areas along San Antonio Creek. Due to the tremendous volume and velocity of water which came down San Antonio Creek during the subject floods, Creek Road was entirely destroyed in some sections; and, although temporary access has been restored to some of the area, considerable work remains to be done to provide access to the total area, and to restore the road to a permanent condition.

These are some examples of our road problems in Ventura County, indicating some of the reasons for emergency restoration of roadways in order to reestablish the circulation in the County. Ventura County's topography is such that the roadways and waterways are quite often within close proximity to each other, and

major flooding causes serious discontinuity in the traffic circulation element. The mountain areas are extremely rugged and the roadways must follow the canyons. The Oxnard plains area, although quite flat and consequently quite easy to build roadways in, is also subject to extensive flooding over wide areas, due to the fact that there are no defined drainage channels.

Ventura County is a rapidly urbanizing County (the fastest growing County in California) and the normal need for road expenditures to keep up with the expanding urbanization taxes our local funds quite heavily. It is imperative that additional funds be provided for restoration of roads damaged during the floods so that local moneys can continue to be utilized to expand the network which existed prior to January of this year. If additional funding is not provided for the restoration of flood damaged roadways, and local funds must be expended therefor, the local construction contemplated to take care of the additional traffic load will not be accomplished, and our road program will be set back considerably.

Senator JORDAN. We will now hear from Mr. Edwin P. Benedict, assistant chief deputy road commissioner, Los Angeles, Calif.

STATEMENT OF EDWIN P. BENEDICT, ASSISTANT CHIEF DEPUTY ROAD COMMISSIONER, LOS ANGELES COUNTY, LOS ANGELES, CALIF.

Mr. BENEDICT. I am sorry, Mr. Chairman, that Mr. Mohar, our road commissioner, is not here today.

I have a report "Highways and Forest Roads Storm Damage, County of Los Angeles," that I would like to submit for the record.

Senator JORDAN. This is Los Angeles County?

Mr. BENEDICT. Yes, sir; essentially Los Angeles County.

This is a map put out by our flood control district and the county runs about 10 or 14 miles farther to the north. But this gives the general picture of our county and the mountains, and our problems are very similar to those in Ventura County, with the exception that we have considerably more people and our area south of the mountains, between the mountains and the coast, is just one solid mass of people.

Senator JORDAN. How far is Los Angeles from Ventura?

Mr. BENEDICT. It borders.

Senator JORDAN. They do border?

Mr. BENEDICT. Yes. In fact, those were our animals that Ventura received, and we didn't get back the pelts. I don't know what they did with them.

Senator JORDAN. You know how they are trying to stop them from exterminating the alligators, so I thought maybe somebody got the hides.

Mr. BENEDICT. I would like to say two things, sir. We have already identified as damage to county roads, city streets, and State highways in our county approximately \$22 million, and we feel this may increase by another \$10 or \$12 million as earth continues to move and as our pavements are broken by the pounding of traffic on what are saturated subgrades.

Secondly, I would like to say that considerable of the damage in our county was occasioned in our mountains and within the Angeles National Forest. In our county, the roads in that forest, many of which are not on a Federal system, are essential to our people for use of the forest for recreational activities and essential to firefighting forces to control the very serious fire problem that we have in California in the summer months. We have a vicious cycle: the rains in the winter and

spring produce growth in the summer which becomes tinder dry in the fall.

Our roads are used for access to firefighting people to get up there and suppress and control fires and, as has been testified, much of the damage that occurred in Glendora was a result of the fire last fall. When the vegetation is burned off, this causes tremendous mud and debris flows to move down on our populated areas.

If there are any questions, I would be glad to answer them.

Senator JORDAN. I have your complete report here which will be considered by the committee. We appreciate it very much and we appreciate your being with us.

Your total presentation has been excellent from all the witnesses. I wish every member of the subcommittee could have been here, as far as that is concerned the full committee, but they will have full access to the material and a thorough briefing on it, I can assure you.

Mr. BENEDICT. Thank you.

Senator JORDAN. Thank you for being with us.

(Material submitted by Mr. Benedict follows:)

HIGHWAYS AND FOREST ROADS STORM DAMAGE IN THE COUNTY OF
LOS ANGELES, STATE OF CALIFORNIA

I would like to express the appreciation of the Board of Supervisors of Los Angeles County for the opportunity to appear before your Committee to discuss the extensive damage that has been sustained by our street and highway systems during the unprecedented rain storms of January and February of this year. In the unincorporated area alone, damage that has already occurred to County highways is estimated to be in excess of \$10,000,000. Damage to City streets and State highways is estimated at almost \$12,000,000. We anticipate that pavement breakup will be experienced over the next few months because of the instability of our street subgrades brought about by the sustained rainfall that may run to an additional \$4,000,000 on County roads and \$8,000,000 on City streets and State highways. We believe the total, County-wide street restoration costs will run to about \$34,000,000 by the time the final effects of the storms have been felt. Exhibit 1 sets forth these figures.

In addition to our deep concern over the financial aspects of restoring our streets, we are faced with the problem of establishment of priorities. Our current highway construction programs are vital to our communities in meeting their ever increasing traffic requirements. We must compare the relative importance of continuing our current construction programs in relation to the need for restoration of our damaged streets. To make proper decisions we need a realistic estimate of the funds that will be available to us. Not only do we need assistance in coping with this damage, we also need to know as soon as possible what this assistance will amount to and when it might be available.

Los Angeles County, with its population of seven and one-half million people, is 4100 square miles in area, about the size of the State of Connecticut. The coastal plain, wherein most of the population resides, begins at the ocean and extends inland to the Santa Monica and San Gabriel Mountains which peak at more than 10,000 feet. Beyond the mountains are inland valleys some of which are heavily populated, such as the San Fernando Valley, but most of which are only now undergoing development such as the Antelope Valley, which you are perhaps familiar with as the site of Edwards Air Force Base.

The highly urbanized coastal plain was served well by the Flood Control facilities that have been constructed in the past. Over a 25-year period the citizens of the County of Los Angeles have expended \$921,000,000 on flood control facilities in addition to the \$392,000,000 expended by the United States Corps of Engineers. The wisdom of these expenditures was evident to all who were here during the rains since those improvements minimized damage to most of our heavily populated areas. In and at the foot of the mountains and in the interior valleys only limited flood facilities exist, and it is there that the record rains took their toll.

Travel across our major chain of mountains, the San Gabriels, was completely stopped during both storms and most areas of these mountains are still closed to the public. Today, 202 miles of damaged public streets remain closed to traffic. The rugged San Gabriels form the base for Angeles National Forest which covers about 25% of the area of the County. Angeles National Forest is one of the most heavily used forests in the County on the basis of man-day use. The millions who live in Southern California are dependent on its beauty and facilities for recreational purposes. For years, the County of Los Angeles has devoted considerable of its street and highway funds to the development of public roads in the forest. Since 1955, the County has expended nearly \$16,000,000 on these facilities. During this same period of time expenditures by the Federal Government for public roads exclusive of freeways amounted to about \$3,500,000. We have made this heavy investment to meet the needs of our residents. When we will be able to reopen the area will depend on the amount of funds that we are able to assign to restoration of the flood damage. The pictures contained in Exhibit 2 depict damage to public roadways within our mountains and the National Forest.

Along the foothills of the mountains severe damage was experienced as the waters poured from the steep terrain and deep canyons. As the floods moved from the foothills to the Flood Control facilities in the coastal plain, damage diminished rapidly. Exhibit 3 contains pictures of the damage to both public and private property in our urban areas situated along the foothills.

These foothill area problems are compounded by a vicious cycle of fires in the summer and rains in the winter. The growth which covers our mountainous areas becomes tinder dry in late summer, since usually our last rainfall is received in April or early May. Each year forest fires occur which are brought under control by fire fighting crews who utilize the system of public paved roads to gain access to the fire roads which have been constructed throughout the forest. In addition, the paved roads serve as permanent fire breaks and as assembly points at which forces are marshaled for stands which usually result in containment of the fire on that front.

Last summer the fires above the foothill communities of Glendora and Azusa in the San Gabriel Valley denuded the slopes of protective growth. The extensive damage which occurred to private homes and other private property this winter was to a great part brought about by the mud and debris that moved from the burned areas of the mountains as the heavy rains fell. Exhibit 3 depicts some of the structures situated below the fire areas that were filled with mud.

At the height of the storms, over 1,000 men and up to 800 pieces of equipment, valued at about \$7,000,000, were strategically dispersed just by the County Road Department to provide protection. In spite of this massive effort, the mud laden storm waters spread over many areas and damage occurred which was beyond the control of any efforts which might have been made.

This year's heavy rains are creating luxurious growth which will become highly combustible in the fall. If our streets are not restored by then, the fire hazard will be greatly increased. Fires this summer followed by rains next winter can bring a repetition next spring of the mudslides along the foothill communities. A key element to the breaking of this cycle is the restoration and expansion of the mountain road system.

In the inland valleys, excluding the San Fernando Valley where flood control facilities exist, considerable damage was sustained. In the Antelope and Santa Clara Valleys tremendous volumes of water poured from the mountains and spread over large areas, cutting new channels and destroying existing streets and bridges with abandon. The pictures contained in Exhibit 4 exemplify this damage.

While the storm damage is generally limited to unincorporated areas and to those of our 77 incorporated cities which lie along the foothills, the financial impact will be felt by each and every citizen throughout the County. Our coastal urban area is essentially one solid mass of people. One city borders on another or perhaps on an unincorporated, urban County island. Our cities are not separated by farms or open spaces and the problem of one is the problem of all, whether it be sewers, smog or streets.

In our County we approach our road programs on a County-wide basis. In 1941 the County and its cities adopted a County-wide Master Plan of Highways which has been maintained as a viable document by continuous cooperation between all jurisdictions. This Master Plan, which is reproduced in Exhibit 6, represents the major surface streets which exist or which are required to serve the needs of our people. Its development is approached on a County-wide basis

through cooperative improvement programs which are developed by the County and its cities. A reassignment of the funds earmarked for our current urban area street improvement programs to the restoration of storm damaged facilities will result in a County-wide slowdown of needed improvement projects. Additionally, pavement breakup will be experienced throughout the County since the road subgrades throughout the area are soaked. Exhibit 5 depicts the post storm failures that we anticipate as traffic pounds our weakened pavements.

After the January rain, review teams of Federal, State and local officials were organized to appraise the damage. These reviews were underway when the February storms hit. We are now again engaged in the review process. The estimates that I have given you concerning the damage which we have experienced is in agreement with the findings of the review teams as far as the reviews have gone. I believe our estimates are reasonably correct both as to the damage that has already been evidenced and to the damage that we anticipate from subsequent pavement breakup. Currently, the County and its cities have applied to the State Disaster Office for almost \$17,000,000 on the basis of damage to roads resulting from both the January and February storms.

We would be most appreciative of any assistance that you can give us in the restoration of our street systems and any guidance that we can receive as to the amount of funds that may be available and as to when we might receive them. I again wish to thank you for this opportunity to meet with you and to offer our cooperation in any way to assist in the gathering of facts for your consideration.

EXHIBIT 1

DAMAGE TO ROADS IN LOS ANGELES COUNTY

I. ALREADY IDENTIFIED

	Federal system	Local system	Total
State highways.....	\$5,000,000		\$5,000,000
County roads.....	1,800,000	\$8,300,000	10,100,000
City streets.....		6,700,000	6,700,000
Total.....	6,800,000	15,000,000	21,800,000

II. ANTICIPATED ADDITIONAL OVER THE NEXT FEW MONTHS DUE TO LONG-TERM SATURATION OF SUBGRADES

	Amount
County.....	\$4,000,000
City and State.....	8,000,000
Total.....	12,000,000

INDEX OF PHOTOGRAPHS

Exhibit :	Location
2a.....	Angeles Forest Highway.
2b.....	Shinn Road at San Antonio Creek.
2c.....	Bouquet Canyon Road at Bouquet Creek.
2d.....	Big Tujunga Canyon Road near Sam R. Kennedy Bridge.
2e.....	Old Sierra Highway near Acton.
3a.....	Rainbow Drive in Glendora.
3b.....	Do.
3c.....	Do.
3d.....	Old New York Drive at Eaton Wash.
3e.....	Foothill Boulevard at Big Tujunga.
4a top.....	70th Street East south of Avenue N-8.
4a center.....	70th Street East south of Avenue K.
4a bottom.....	100th Street East south of Avenue J.
4b top.....	100th Street East north of Avenue N.
4b center.....	100th Street East south of Avenue L.
4b bottom.....	80th Street East south of Avenue L.
4e.....	Avenue T at Littlerock Creek.
5 top.....	Flintridge Avenue north of Robin Hill Road.
5 center.....	Lopez Canyon Road north of Bailey Road.
5 bottom.....	Flintridge Circle east of Flintridge Avenue.

EXHIBIT 2—DAMAGE TO ROADS IN MOUNTAINS AND ANGELES NATIONAL FOREST

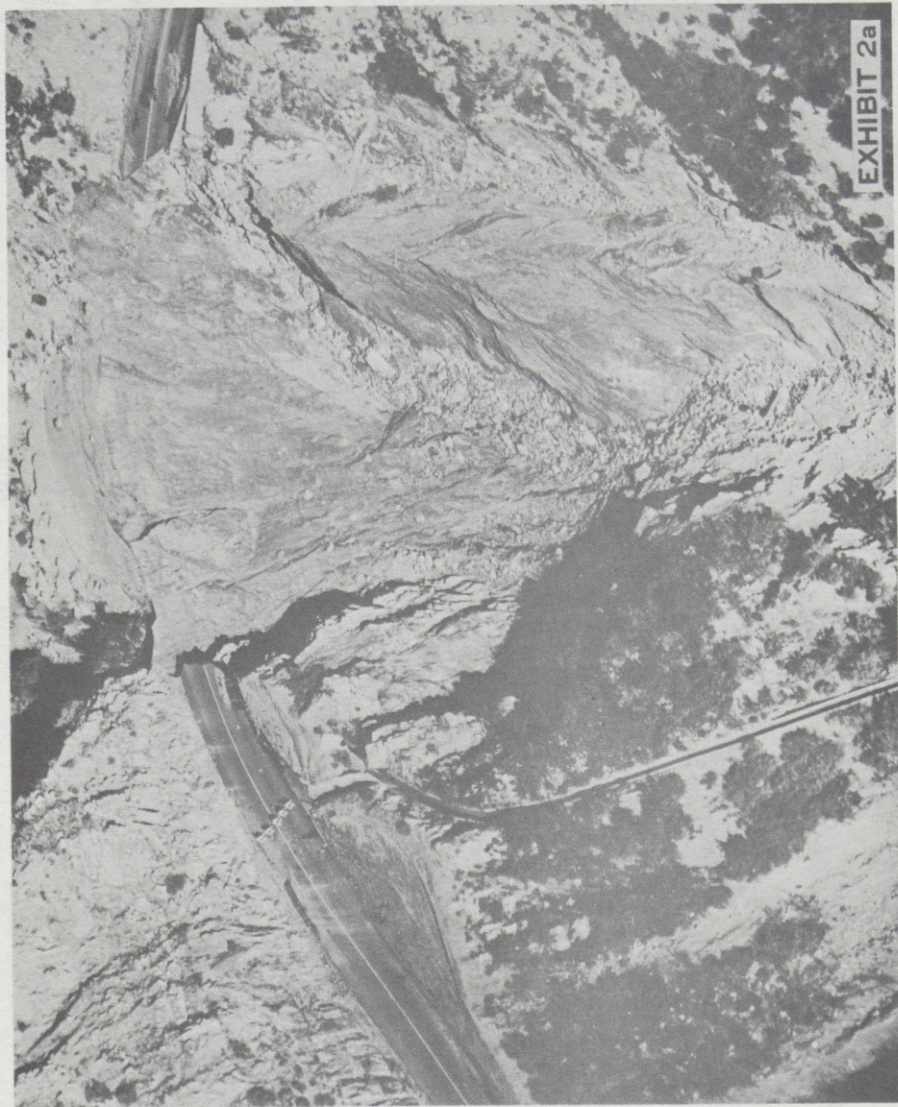


EXHIBIT 2a



EXHIBIT 2b

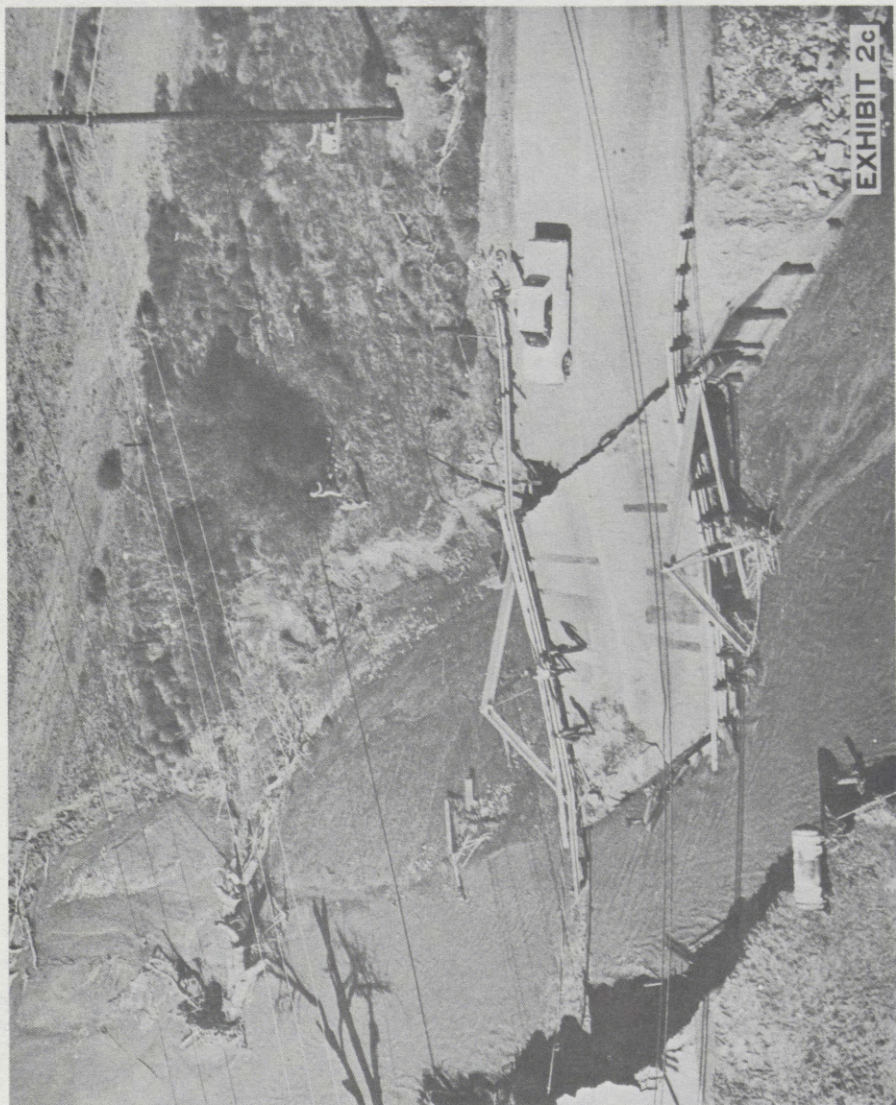


EXHIBIT 2c

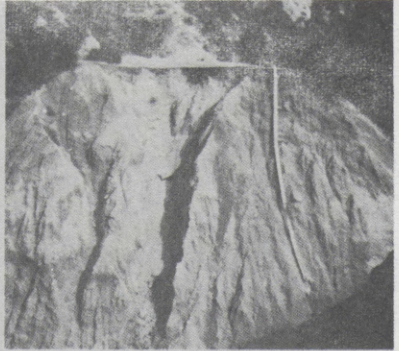
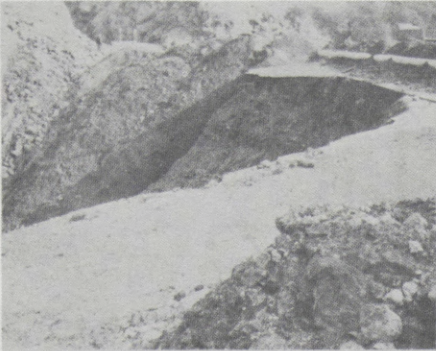


EXHIBIT 2d



EXHIBIT 2e

EXHIBIT 3—DAMAGE TO ROADS AND PRIVATE PROPERTY IN FOOTHILL AREAS

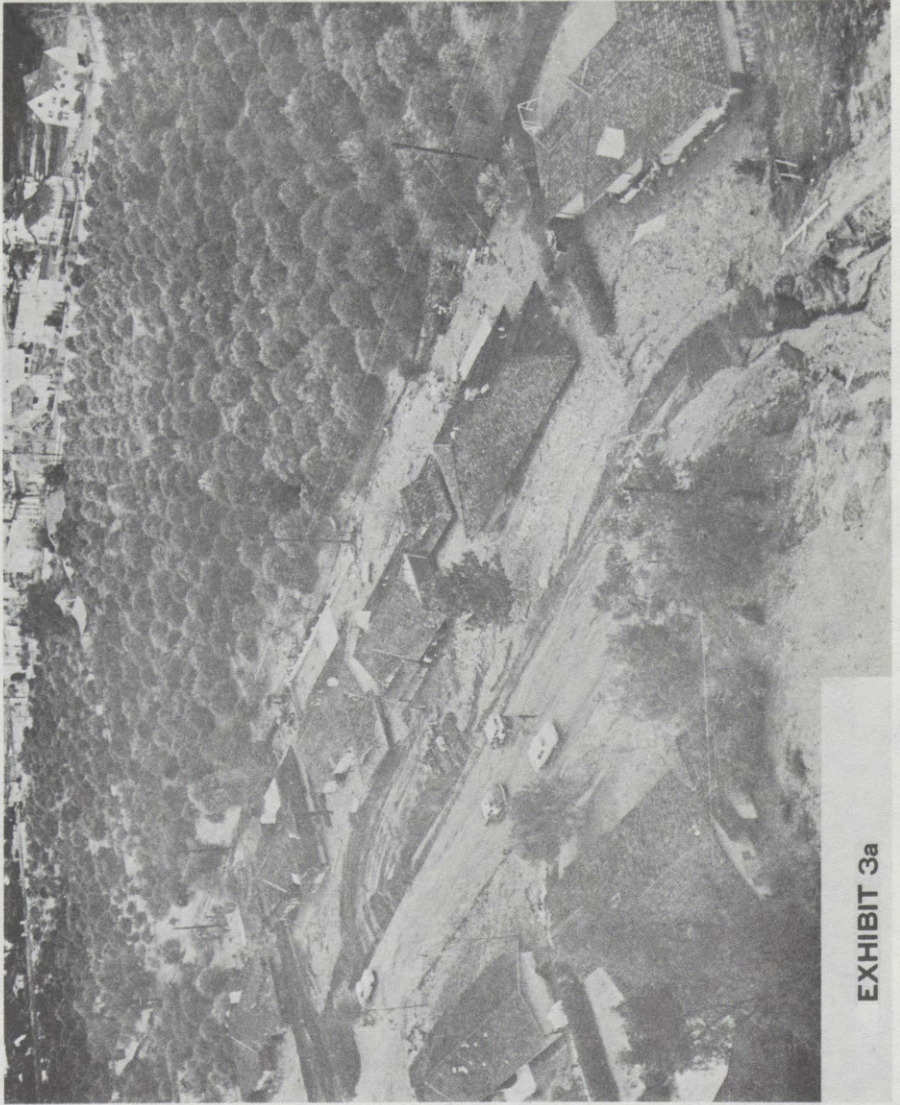


EXHIBIT 3a

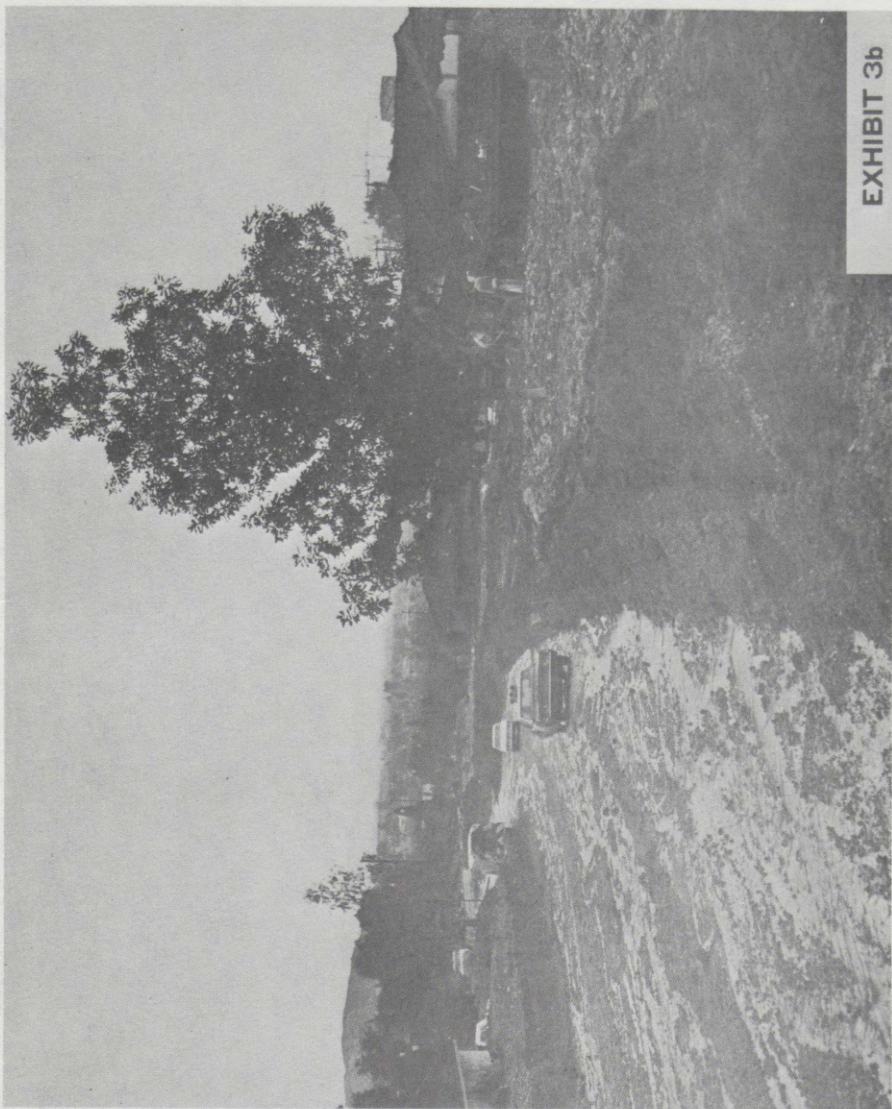


EXHIBIT 3b

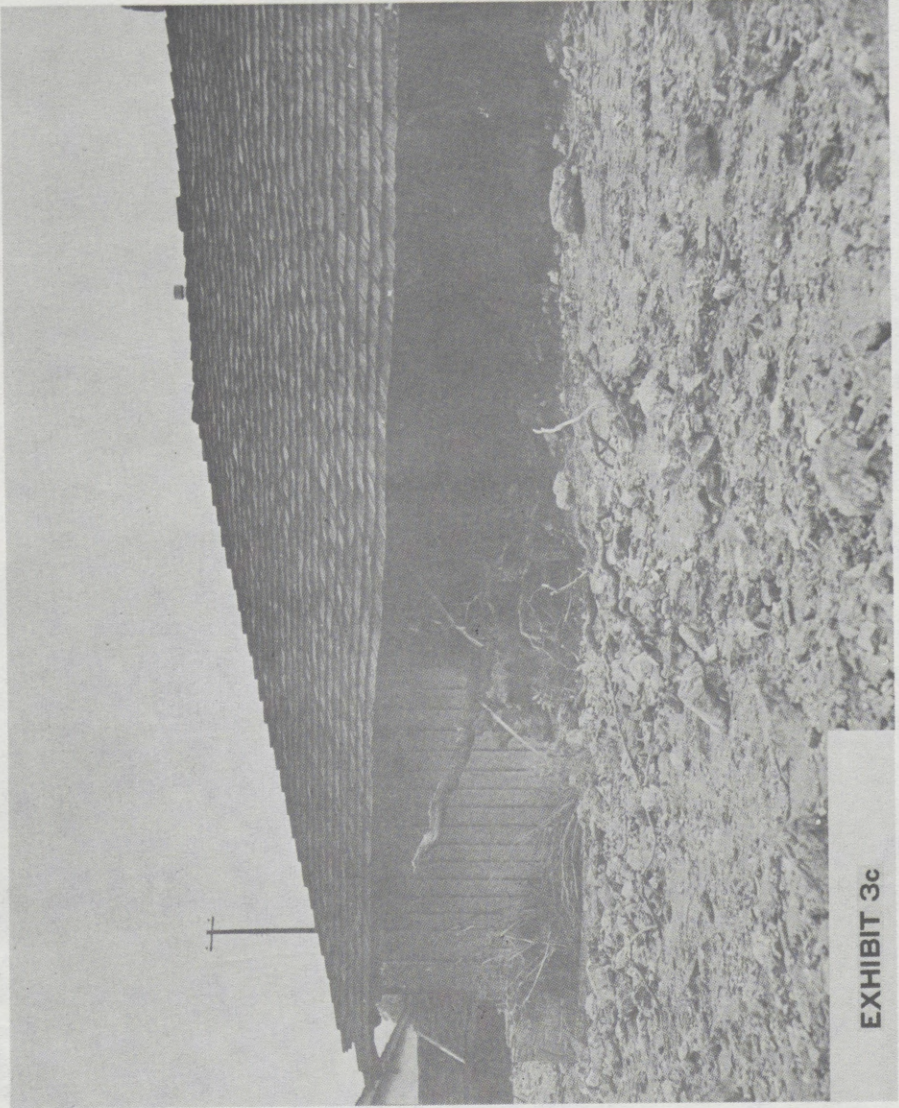


EXHIBIT 3c

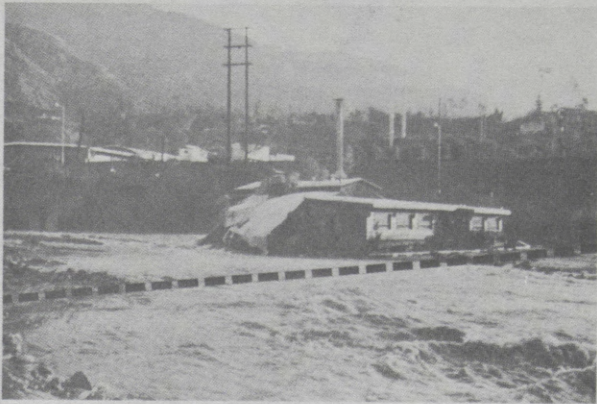


EXHIBIT 3d

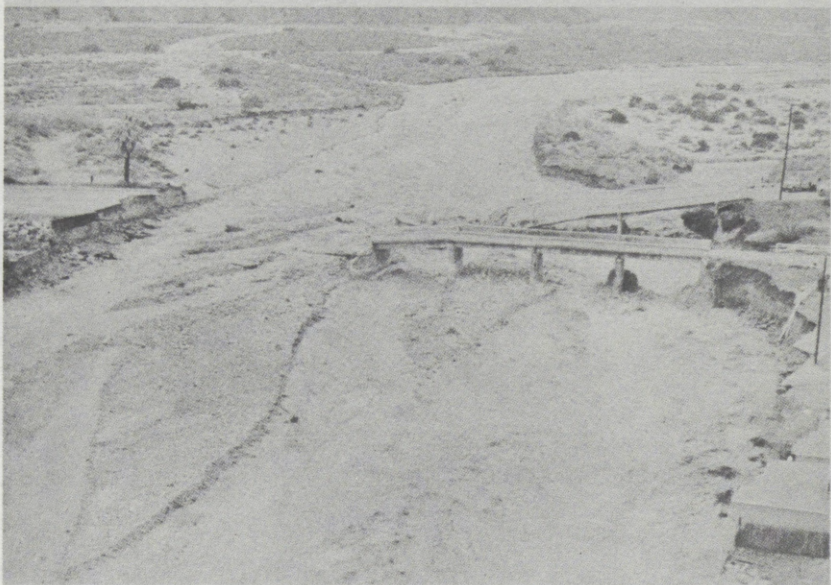
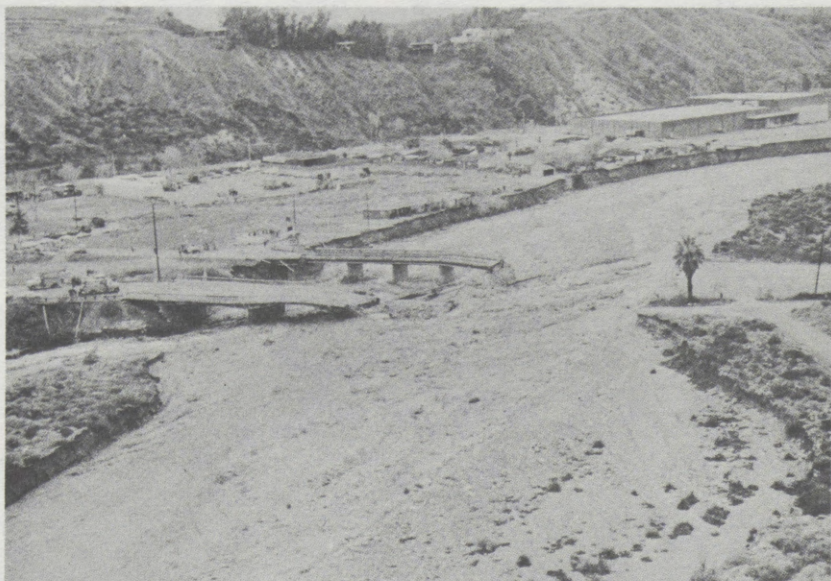


EXHIBIT 3e

EXHIBIT 4— DAMAGE TO ROADS IN INLAND VALLEYS



EXHIBIT 4a



EXHIBIT 4b

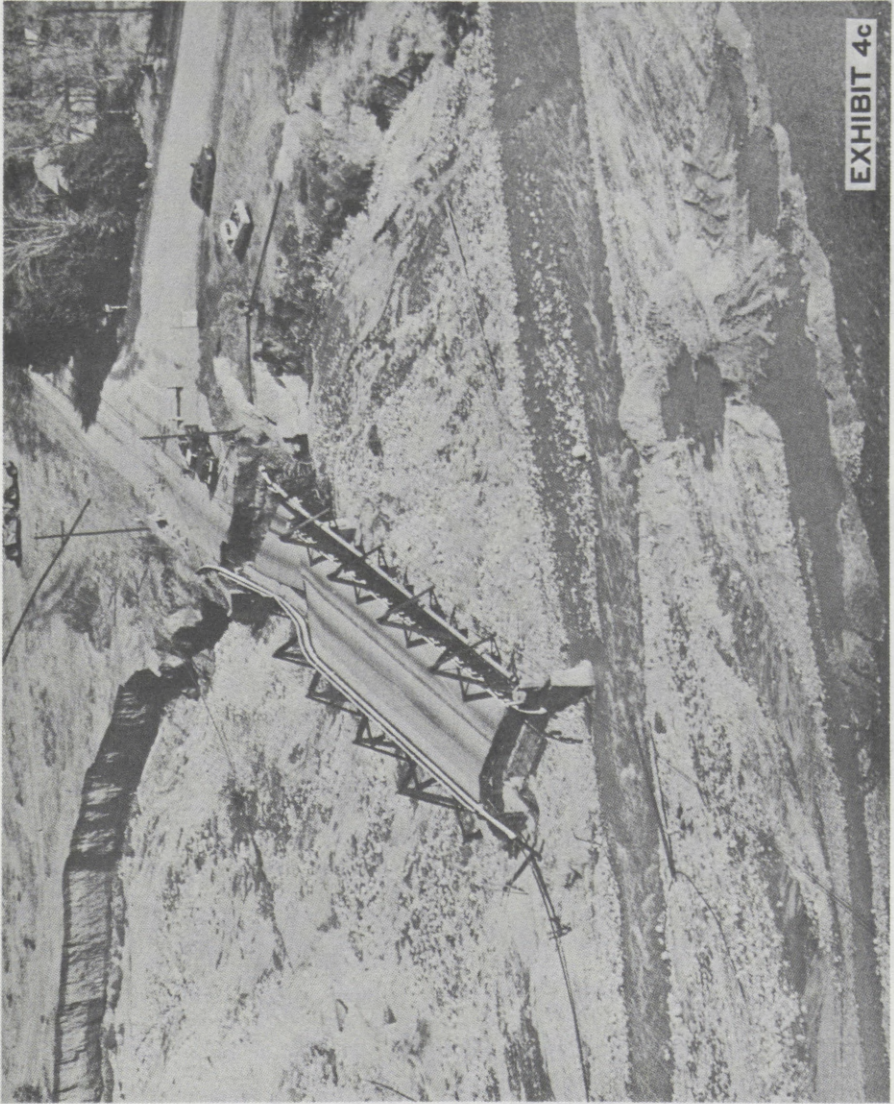
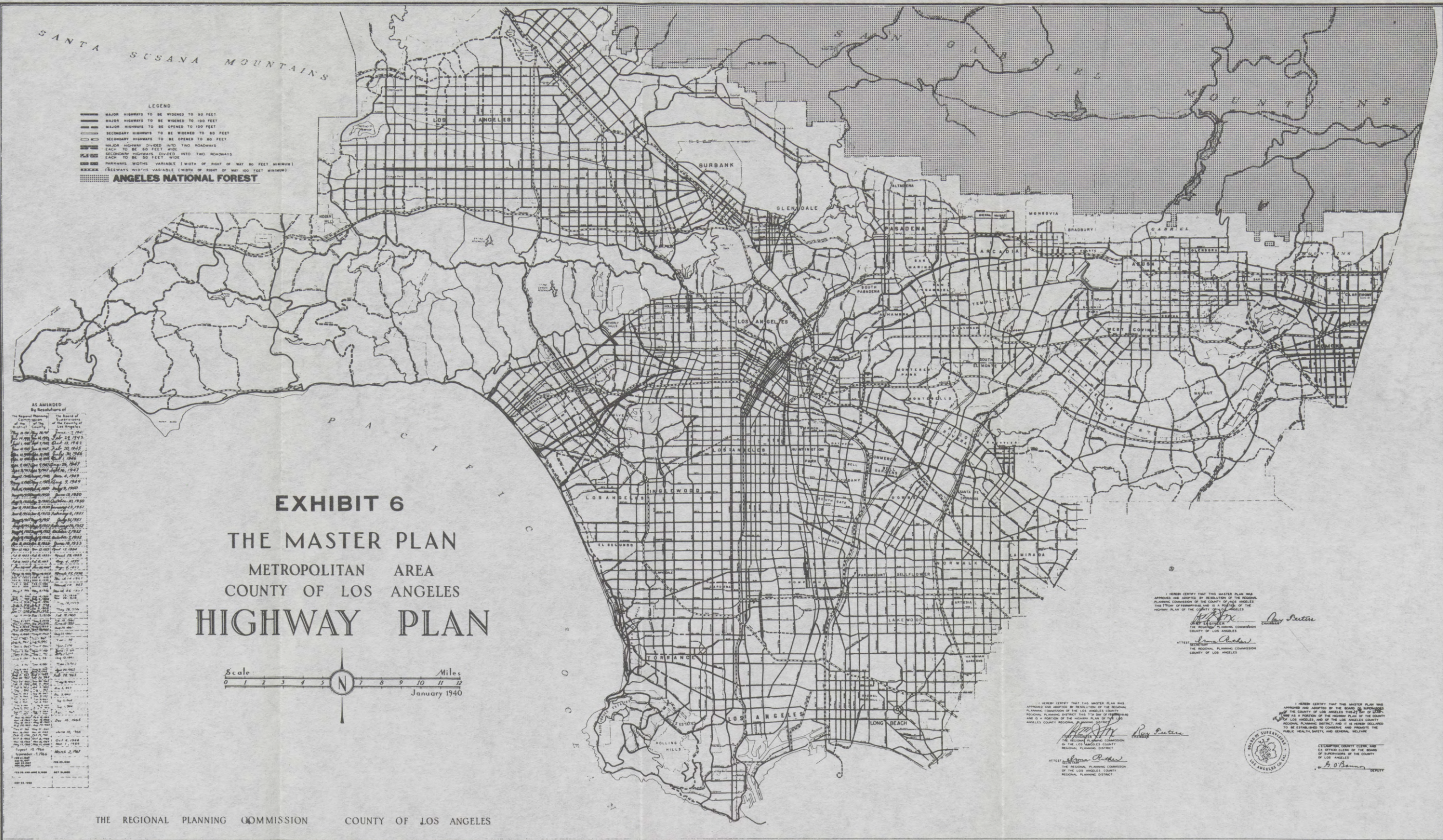


EXHIBIT 4c

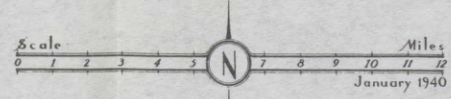


- LEGEND**
- MAJOR HIGHWAYS TO BE WIDENED TO 80 FEET
 - MAJOR HIGHWAYS TO BE WIDENED TO 100 FEET
 - SECONDARY HIGHWAYS TO BE WIDENED TO 80 FEET
 - SECONDARY HIGHWAYS TO BE OPENED TO 80 FEET
 - MAJOR HIGHWAY DIVIDED INTO TWO ROADWAYS EACH TO BE 60 FEET WIDE
 - SECONDARY HIGHWAY DIVIDED INTO TWO ROADWAYS EACH TO BE 50 FEET WIDE
 - PARKWAYS WIDTHS VARIABLE (WIDTH OF RIGHT OF WAY 80 FEET MINIMUM)
 - FREEWAYS WIDTHS VARIABLE (WIDTH OF RIGHT OF WAY 100 FEET MINIMUM)
- ANGELES NATIONAL FOREST**

AS AMENDED
By Resolutions of

Date	Resolution No.	Description
1940	1	Adopted the Master Plan
1941	2	Amended the Master Plan
1942	3	Amended the Master Plan
1943	4	Amended the Master Plan
1944	5	Amended the Master Plan
1945	6	Amended the Master Plan
1946	7	Amended the Master Plan
1947	8	Amended the Master Plan
1948	9	Amended the Master Plan
1949	10	Amended the Master Plan
1950	11	Amended the Master Plan
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2025	86	Amended the Master Plan
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2028	89	Amended the Master Plan
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2032	93	Amended the Master Plan
2033	94	Amended the Master Plan
2034	95	Amended the Master Plan
2035	96	Amended the Master Plan
2036	97	Amended the Master Plan
2037	98	Amended the Master Plan
2038	99	Amended the Master Plan
2039	100	Amended the Master Plan

EXHIBIT 6
THE MASTER PLAN
METROPOLITAN AREA
COUNTY OF LOS ANGELES
HIGHWAY PLAN



I HEREBY CERTIFY THAT THIS MASTER PLAN WAS APPROVED AND ADOPTED BY RESOLUTION OF THE REGIONAL PLANNING COMMISSION OF THE COUNTY OF LOS ANGELES AND IS A PORTION OF THE HIGHWAY PLAN OF THE COUNTY OF LOS ANGELES.

Ray Pette
SECRETARY
THE REGIONAL PLANNING COMMISSION
COUNTY OF LOS ANGELES

I HEREBY CERTIFY THAT THIS MASTER PLAN WAS APPROVED AND ADOPTED BY RESOLUTION OF THE REGIONAL PLANNING COMMISSION OF THE COUNTY OF LOS ANGELES AND IS A PORTION OF THE HIGHWAY PLAN OF THE COUNTY OF LOS ANGELES.

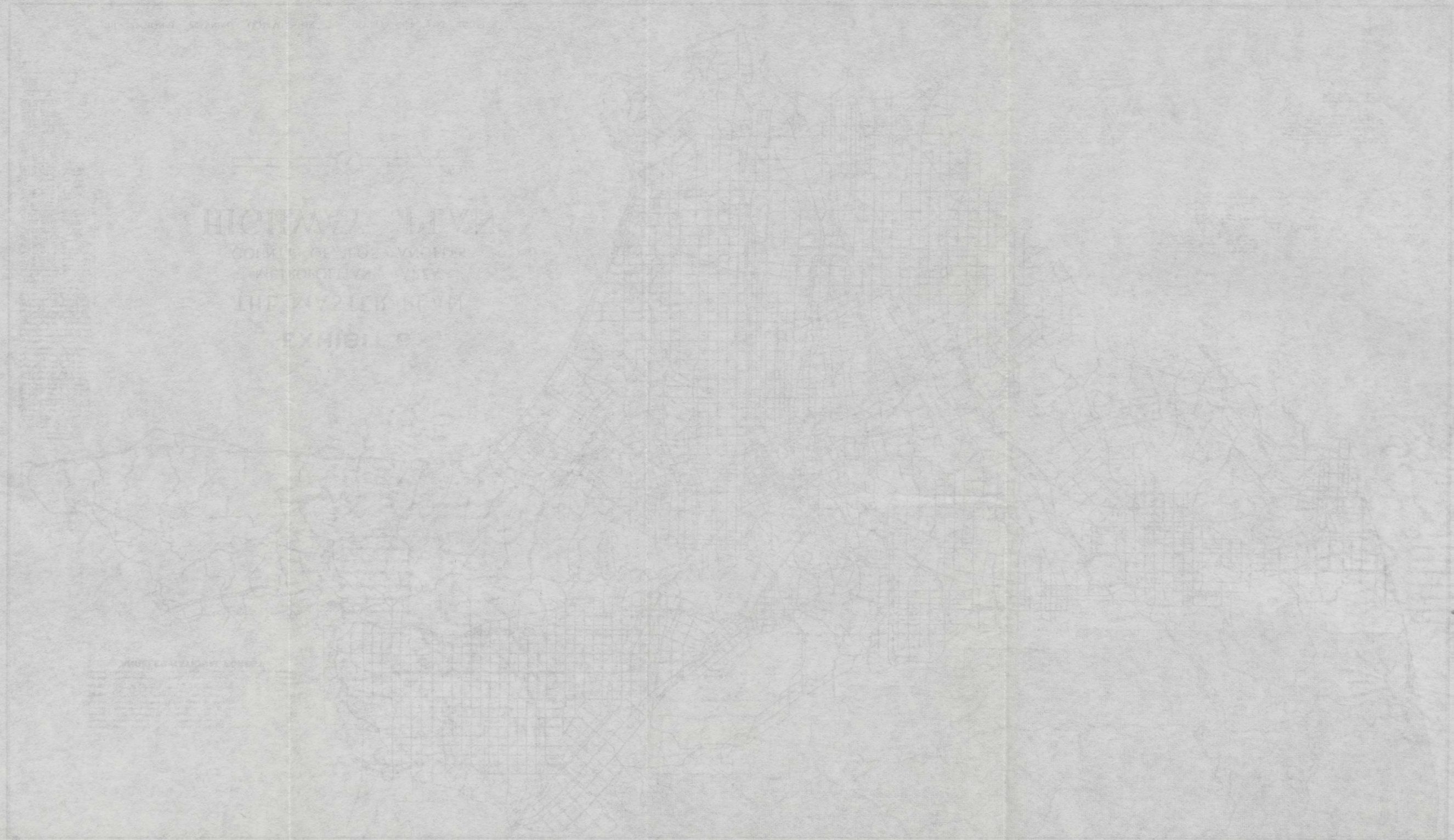
Ray Pette
SECRETARY
THE REGIONAL PLANNING COMMISSION
COUNTY OF LOS ANGELES

I HEREBY CERTIFY THAT THIS MASTER PLAN WAS APPROVED AND ADOPTED BY RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES AND IS A PORTION OF THE HIGHWAY PLAN OF THE COUNTY OF LOS ANGELES AND OF THE LOS ANGELES COUNTY REGIONAL PLANNING DISTRICT, AND IT IS HEREBY DECLARED TO BE ESTABLISHED TO PROMOTE AND PROTECT THE PUBLIC HEALTH, SAFETY, AND GENERAL WELFARE.

B. O. Brown
SECRETARY
COUNTY CLERK AND EX OFFICIO CLERK OF THE BOARD OF SUPERVISORS OF THE COUNTY OF LOS ANGELES

НИСАН 1922
СОЛТОН РАИС-УЛИ
ТАШКЕНТ

ТАШКЕНТ



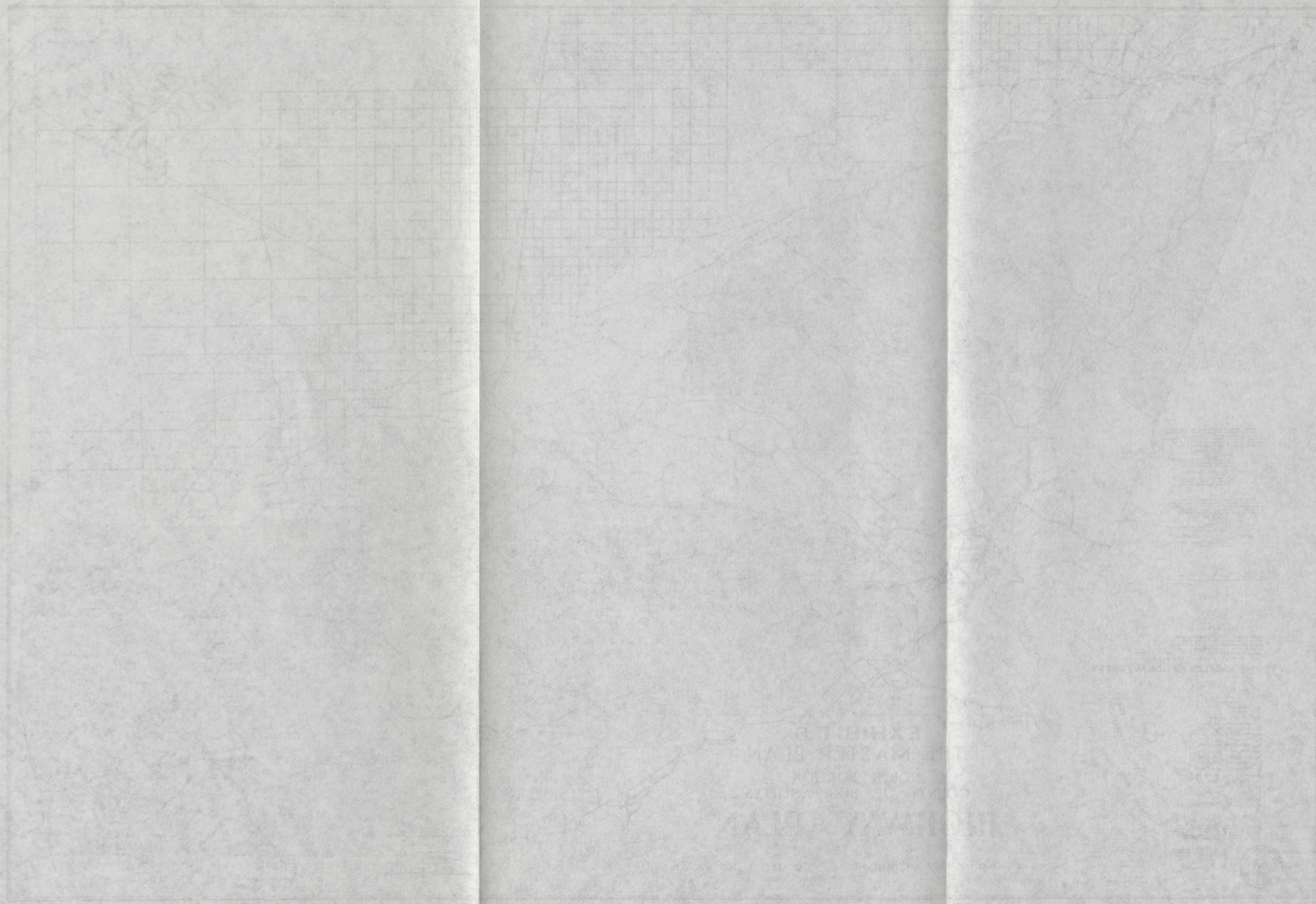


EXHIBIT B
MASTER PLAN
COURT HOUSE
CITY OF NEW YORK

THE CITY OF NEW YORK
OFFICE OF THE COMPTROLLER
OFFICE OF THE CLERK OF THE SUPREME COURT
OFFICE OF THE CLERK OF THE COUNTY COURTS
OFFICE OF THE CLERK OF THE DISTRICT COURTS
OFFICE OF THE CLERK OF THE JUDICIAL BRANCH
OFFICE OF THE CLERK OF THE LEGISLATIVE BRANCH
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OFFICE OF THE CLERK OF THE EXECUTIVE BRANCH

EXHIBIT 5—PAVEMENT BREAKUP DUE TO SATURATED SUBGRADES



EXHIBIT 5

Senator JORDAN. Our next witness is Mr. Raymond Seeley.
Mr. Seeley, you may proceed as you wish.

**STATEMENT OF RAYMOND T. SEELEY, CHAIRMAN, RIVERSIDE
COUNTY, CALIF., BOARD OF SUPERVISORS**

Mr. SEELEY. Mr. Chairman, in the interest of time my report only includes damage done to roads in Riverside County. I am sorry that I don't have any stories to tell you about the hippopotamus and alligators. I can assure you had they come into our county during the height of the storm they couldn't have survived.

Mr. Chairman and members of the committee, first let me express my appreciation on behalf of the people of Riverside County for your giving me the opportunity to testify before this Subcommittee on Roads concerning the considerable damage inflicted on streets, roads and highways within Riverside County and its cities during the recent rainstorms and floods.

We fervently hope that your subcommittee will act favorably and speedily on Senate bill 993, and that you will transmit your findings to the Committee on Public Works with a sense of urgency and a request for expediency in bringing this bill into law.

In the aggregate, Riverside County has sustained some \$35,600,000 in damage to public and private property. Of this, some \$2,798,000 in damage has been inflicted on streets, roads, and highways alone.

I must explain here that any of these figures are subject to adjustment—upward. Only now have we been able to get to some of our secondary roads in the more rural areas to assess their condition. The prolonged wetness, most unusual for southern California, I assure you, has adversely affected many roadbeds and bases so that we may be feeling the effects for months to come.

Our best present figures, however, indicate that of the \$2,798,000 in road damage cited above, \$1,645,000 has occurred in the unincorporated areas of the county and the remaining \$1,153,000 within the corporate limits of our 16 cities.

Again to dissect these figures somewhat, of the total of \$2,798,000 road damage, \$1,080,000 is to the Federal Aid System roads in the county and cities. We are advised that these costs will now be 100 percent reimbursable to local jurisdictions from the Bureau of Public Roads. Heretofore, these had been reimbursed at a maximum of 59 percent.

Of the remaining \$1,401,000—and all of these estimates are set forth in the table accompanying my testimony—is reimbursable, up to a point, one under Public Law 81-875. About \$317,000 is presently unreimbursable under any existing program.

Although it takes dollars to replace and repair damaged roads, dollars alone are not the whole measure of the damage suffered. During the two extreme emergency periods of these recent storms, first on the night of 25-26 January and again on the night of 24-25 February, every north-south road in Riverside County bisected by the Whitewater River was closed to all traffic.

This meant, as an example, that a person going from Desert Hot Springs to Palm Springs, two of the incorporated cities in the county, had to travel a total of 65 miles rather than the usual 13.

Washouts varied in length from 150 feet to 5,000 feet. Washouts occurred from the extreme west end of the county down into the lower end of the Coachella Valley—a distance of about 100 miles. Debris clearance to county roads alone will amount to some \$116,526.

Damage to one County road at the eastern edge of the San Geronio Pass is so extensive as to render rebuilding at the same location infeasible. The road was completely destroyed for eight-tenths of a mile together with a low flow stream crossing. Another in the Elsinore Valley is a complete loss. What was once a street is now a gully. The single most extensive restoration will be that of the Airport Boulevard Bridge in the Coachella Valley. The estimated cost is \$96,000. This bridge, which serves the east side of the valley, is one of only three bridges crossing the Whitewater River between Indio and the Salton Sea and the only county bridge so situated.

While Riverside County's economy is diversified, a major portion of it is dependent upon adequate over-the-highway transportation. Our streets, roads, and highways are vital to our economic health. We urge you, gentlemen, to favorably and expeditiously consider Senate bill 993.

Thank you for permitting me to testify before your subcommittee.

I might add that if you have any questions, I would be glad to answer them, and if you care to have a report on further damage done to other avenues of economic value, we would be glad to furnish them to your committee.

Senator JORDAN. You may send anything you like. The committee would be glad to have it.

(The table submitted by Mr. Seeley follows:)

ROAD DAMAGE TABLE

Jurisdiction	FAS roads	Other roads	Total
Banning.....	\$1,782	\$13,629	\$15,411
Beaumont.....	1,924	924	2,848
Cabazon.....		120,394	120,394
Corona.....	3,500	86,357	89,957
Desert Hot Springs.....	1,500		1,500
Elsinore.....		8,500	8,500
Indio.....	12,930	78,730	91,660
Norco.....	1,155	126,408	127,563
Palm Springs.....	3,491	28,850	32,341
Perris.....		5,615	5,615
Riverside.....	550,000	88,000	638,000
City Totals.....	576,282	557,407	1,133,689
Beaumont Irrigation District.....		15,000	15,000
Desert Water Agency.....		3,439	3,439
District totals.....		18,439	18,439
County roads.....	503,785	1,142,165	1,645,950
Total.....	1,080,067	1,708,011	2,798,078

NOTE.—Does not include costs of debris clearance and emergency safety measures which amount to:

Cities listed.....	\$153,174
Districts listed.....	84,501
County.....	137,803
Total.....	375,478

Senator JORDAN. Mr. Seeley, I judge that your county is not principally an agricultural county.

Mr. SEELEY. It is principally agricultural.

Senator JORDAN. It is? When you said you had 16 cities in the county—

Mr. SEELEY. That is right.

Senator JORDAN. What cities are these?

Mr. SEELEY. Well, Riverside County is our largest city. I think probably the one you would be most familiar with would be Palm Springs, which is in my district, and it is on the east side of the mountain slopes, and we suffered some damage there because of its being close to the mountain. However, the desert area as a whole suffered very little damage other than the storm channels.

Senator JORDAN. How far are you from Los Angeles County?

Mr. SEELEY. We are almost inside. We have four counties that come together at one point pretty close.

Senator JORDAN. You are not near Ventura, either, are you?

Mr. SEELEY. No. Ventura is the north side of Los Angeles County from us.

Senator JORDAN. So all this flood damage is really all in one area.

Mr. SEELEY. It is all southern California.

Senator JORDAN. Thank you very much. We appreciate your testimony.

Mr. SEELEY. Thank you, Mr. Chairman.

(The following report was received and ordered to be included:)

REPORT ON FLOOD DAMAGE, JANUARY 17-MARCH 5, 1969, RIVERSIDE COUNTY CALIF.

(Prepared by Riverside County Office of Disaster Preparedness, April 2, 1969)

On 26 January 1969, following similar actions on the part of local jurisdictions and the State, the President proclaimed a major disaster covering 36 counties, including Riverside, in California. This designation of a major disaster was made retroactive to 17 January and was not officially terminated until 5 March 1969.

In the course of the several major storms, most notably on 25-26 January and again on 24-25 February, that occurred during this 49-day period, Riverside County sustained some \$35.6 million in damage to public and private property.

This report deals with this dollar loss in a series of categories somewhat, but not totally, related to sources of federal reimbursement. Those under Public Law 81-875 administered by the Office of Emergency Preparedness (OEP), are Debris Clearance; Protective, Health and Sanitation Measures; Streets, Roads and Bridges; Dikes, Levees and Drainage Facilities; Public Buildings and Related Equipment; and Public Utilities. In addition, Federal Aid System roads are identified separately since reimbursement of repair and restoration costs for them is administered by the Bureau of Public Roads (BPR). Finally, in the public sector we lump the costs which are not eligible for reimbursement under any existing Federal or State programs. This latter will include damage estimates as well as non-reimbursable out-of-pocket expenses incurred by local jurisdictions.

Damage to the private sector is not as readily estimated but certain indicating statistics are included to outline the scope of the dollar loss.

In every case the figures cited in the text of this report and in the table which accompanies it are the best estimates available as of this writing. They will vary both up and down as restoration, repair and replacement progresses but in most cases will be within 10% of the final figures.

Three jurisdictional segments are identified in assessing damage to public property—the 11 incorporated cities of the County which have incurred reportable damage, ten special law districts similarly affected, and County departments which have reported losses.

1. DEBRIS CLEARANCE

The Cities have spent or are spending \$76,973 for debris clearance from streets, buildings, storm channels, etc. This varies from \$35,000 for Corona to an even thousand dollars for Elsinore. The districts estimate \$105,436 for this with the

bulk of it (\$94,400) attributable to the Coachella Valley County Water District, primarily for removing silt and debris from storm channels. The County Road Department estimates \$119,026 for debris clearance, most of which was for removing rock, sand and silt blocking roadways, driveways and rainage structures. In the Glen Ivy, Murrieta and Soboba Springs area mud removal was a major factor. Total cost of debris removal is estimated to be \$301,435.

2. PROTECTIVE, HEALTH AND SANITATION MEASURES

Totally, across the County these measures have cost, or will cost, over a million dollars. These measures include emergency barricading of streets, sand-bagging, rescue operations, health and building safety inspections and emergency repairs and reinforcements.

The Cities expended or encumbered \$80,501 for these purposes and because of the recurring storms it was necessary to re-do again in February what, in many instances, had been done in January.

The Coachella Valley County Water District, in its flood control role, and the Riverside County Flood Control District were the big spendors in this category. Coachella Valley authorized almost a million dollars for emergency repairs, reinforcement and construction of dikes and temporary dikes along flood channels. County Flood Control spent or expended over \$67,000 for similar work.

County Departments spent or incurred out-of-pocket expenses totaling \$18,777 for these purposes. All in all, this category of operations amounted to \$1,201,962.

3. STREETS, ROADS AND BRIDGES

In the body of this report we shall combine discussion of streets, roads and bridges coverable under programs administered by OEP and BPR with those not presently coverable under any current programs. In the table accompanying this report these categories are separately identified.

Total damage in Cities and out and regardless of whether repair or restoration costs are reimbursable, amounts to \$2,844,483. (Note: The difference between this total and the \$2,798,000 reported to the Senate Subcommittee on Roads reflects an upward revision of \$46,405 by the City of Cabazon.)

Roughly \$1½ million of this is coverable under the provisions of Public Law 81-875. The balance represents damage to Federal Aid System roads or damage for which there is no recovery of funds.

Although it takes dollars to replace and repair damaged roads, dollars alone are not the whole measure of damage suffered. During the two extreme emergency periods of these recent storms, first on the night of 25-26 January and again on the night of 24-25 February, every north-south road in Riverside County bi-sected by the Whitewater River was closed to all traffic.

Washouts varied in length from 150 feet to 5,000 feet. Washouts occurred from the extreme west end of the County down into the lower end of the Coachella Valley—a distance of about 100 miles. Debris clearance to County roads alone will amost to some \$116,526.

Damage to one County road at the eastern edge of the San Gorgonio Pass is so extensive as to render rebuilding at the same location infeasible. The road was completely destroyed for eight-tenths of a mile together with a low flow stream crossing. Another in the Elsinore Valley is a complete loss. What was once a street is now a gully. The single most extensive restoration will be that of the Airport Boulevard Bridge in the Coachella Valley. The estimated cost is \$96,000. This bridge, which serves the east side of the Valley, is one of only three bridges crossing the Whitewater River between Indio and the Salton Sea and the only County bridge so situated.

Major loss in the cities occurred in Riverside with the loss (in the first storm) of the approach to the Van Burean Bridge and subsequently (in the second storm) loss of one span of the bridge. Damage to this facility alone is estimated at half-a-million dollars. Total damage to city streets amount to \$1,180,094.

4. DIKES, LEVEES AND DRAINAGE FACILITIES

This, by far, represented the greatest damage sustained to public property in Riverside County amounting to \$4,840,617. Almost \$3½ million of this was reported by the Coachella Valley County Water District which has, by resolution, requested OEP to assign a Federal agency to effect the restoration. Second largest claimant in this category is the Riverside County Flood Control District

which estimates its damage to such facilities at \$859,025 and has requested OEP to cover 13 out of 24 projects by direct assignment of a Federal agency.

The major loss to Cities in this category was in the City of Riverside which estimates its damage to be \$237,000. Of this amount, \$200,000 is attributable to a single project—restoration of headworks and barriers protecting the City's sanitary landfill. The total in all Cities for this category is \$396,347.

County loss in this category is on a minor order—amounting to \$11,495 for restoring facilities which protect the water source at Twin Pines Ranch. Although this is minor in terms of dollars, the facility itself is of major importance to the Ranch, which is the County's farm-type facility for male juveniles.

5. PUBLIC BUILDINGS AND RELATED EQUIPMENT

Because of the nature of the flooding experienced during this period, damage to buildings was quite light. The total for the County, Districts and Cities amounts to only \$20,255. Typical of the damage was the flooding of the boiler basement at Twin Pines Ranch with resultant damage to the boiler and burners. Not so typical was the loss experienced by the City of Cabazon which saw its city yards flooded by the San Gorgonio River with a motor sweeper, dump truck and related equipment washed away.

6. PUBLIC UTILITIES

Loss to publicly owned public utilities amounted to over \$1 million. The bulk of this (\$916,000) was sustained by the City of Riverside with most of its attributable to losses in the sewer system, including sewer trunk lines, clarifiers and fillers. The City also sustained considerable damage to its water system and somewhat less to its electric power distribution system. Also experiencing severe damage in this category were the cities of Banning and Corona. Banning sustained \$60,996 to its water and power systems. Corona had \$33,929 in damage and at one point had to resort to civil defense quick-coupling over-the-ground pipe to continue water service in a portion of the City.

The Beaumont Irrigation (\$50,000), Jurupa Community Services (\$31,700) and Valley Sanitary (\$16,360) were the districts principally affected in this category. Total for all districts was \$112,035.

County's loss in this category was only \$2,760, all of it to the water system for Twin Pines Ranch.

Damage to privately owned and operated water companies was widespread and extensive. No consolidated estimate is yet available. The two major nonwater utilities in the County, Southern California Gas and Southern California Edison, reported damages of \$100,000 and \$125,000 respectively.

7. INELIGIBLE COSTS AND DAMAGE

By definition, Public Law 81-875 only concerns itself with "essential services" and specifically exempts certain out-of-pocket expenses, such as administrative costs, from reimbursement. These costs and damages, on a very conservative basis, amount to over a half-million dollars with the bulk (\$380,921) of it being experienced by the County.

Principal items for the County are certain roads and road restorations not covered either by OEP or BPR programs, loss to parks and parks equipment, which are not considered an "essential service", and unreimbursable out-of-pocket expenses of the Sheriff's Department.

Amongst the Cities, Palm Springs has the highest estimate (\$87,000) which primarily concerns damage to the municipal golf course. The Coachella Valley County Water District is the only district that listed ineligible public property damage.

Another facet of public property damage which vitally affects the County is the \$1.2 million in damage to roads, forest trails, public recreation facilities, soil and water improvements, emergency fire prevention and wildlife incurred in the San Bernardino National Forest, a major portion of which lies in Riverside County.

8. PRIVATE PROPERTY DAMAGE

A dollar-figure total assessment of private property damage which is meaningful is virtually impossible to achieve at this time and may very well continue to be for the foreseeable future.

A cross-check of sources and indicators projects a loss in the neighborhood of \$25 million in terms of physical damage and loss of income within the private sector. Three separate categories have been considered in reaching this figure: loss to homes, loss to business and industry, and loss to agriculture. Contingent and collateral losses to business, industry, and agriculture may continue for some time.

Among the indicators of private loss is the experience of the Small Business Administration for this County. As of 20 March 1969, the latest date for which consolidated figures are presently available, the SBA has over a half-million dollars pending in home and small business loans. That this sum is only a beginning can be seen from the following: Only 65 loan applications had been returned by 20 March with the average loan request being for \$8,623. There have been an additional 246 applications issued. If only 90%, or 221, of these are returned at the average cited above the SBA loan figure will be \$2,466,154.

Another indicator in the private damage sector concerns applications to the American National Red Cross for disaster grants. Between 27 January and 26 March the Red Cross processed 318 grants for a total of \$86,000. Disaster relief officials estimate this will, conservatively, top \$100,000 by the time casework is completed.

Not all losses which come to the attention of the Red Cross result in grants or even in requests for grants. Based on information then available through personal observation of Red Cross staffers, the Chapter Manager at the end of February estimated that some 250 families in the City of Riverside had experienced \$625,000 loss to household furnishings, clothing and food; \$250,000 to dwellings; and \$125,000 to automobiles.

Still another indicator is a report from the County Building and Safety Director who assigned building inspection teams to damage assessment on 25 February. These teams viewed 588 structures (homes, businesses and industries) for a damage estimate of \$4,388,500. These inspectors reported that 90% of these were private residences.

Agricultural losses have been rather finely drawn by now so that the Agricultural Commissioner is able to report a total estimate of \$2,437,755, broken down as follows:

Crop, fish, and animal losses.....	\$325, 150
Buildings, fencing, and equipment.....	784, 080
Private roads.....	53, 500
Erosion.....	1, 273, 775
Miscellaneous.....	1, 250

The Commissioner notes that there may be additional damage from erosion and loss of trees in the Gavilan Hills citrus planting where springs have suddenly appeared.

A final indicator in attempting to determine private property losses is the requests received by the Assessor for re-assessment of property, both land and improvements, damaged in the disaster. This is an on-going, but time consuming, program so that only fragmentary reports are yet available. As of this writing, the following losses in *assessed* value (25% of face market value) have been computed:

Palm Springs-Indio area.....	\$10, 540
Corona-Riverside area.....	713, 390

Of particular note is the fact that there are several already identified large business properties in the Corona-Riverside area, e.g. Glen Ivy Hot Springs, which have not yet been re-assessed.

In summation, the remarkable, almost miraculous, part of this disaster is that in spite of the extensive and wide-spread nature of the damage to property only four lives were lost. Two of these were directly attributable to the flood waters, the other two only contingently so since they were vehicular accidents which, presumably, happened because of the hazardous traffic conditions. Roads can be repaired, dikes repaired, channels re-dug, utility lines replaced, buildings restored—but lives cannot be replaced. Riverside County is indeed fortunate to have come through these 49 days relatively unscratched in human loss.

Senator JORDAN. At this time I would like to include in the record a statement received from Congressman Pettis.

STATEMENT OF THE HONORABLE JERRY L. PETTIS, A U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. Chairman, I would like to express my gratitude and that of the people of my district to this distinguished committee for its consideration of the problems arising out of the disasters California has experienced this year. My district, which includes most of San Bernardino County was particularly hard hit. The floods of January and February must be regarded as the worst natural disaster ever suffered by the people of my district.

I will have to qualify that statement somewhat—the two big storms of January and February of this year wrought the greatest havoc ever caused by the elements in San Bernardino County's history—in terms of dollar loss. The damage estimate now in both the public and private sectors totals more than 53 million dollars, and that figure is still climbing. No other disaster we have ever experienced comes close to that. The total damage caused by the devastating 1938 flood was 12 million dollars, although if that were to be adjusted to the present-day value of the dollar, it might approach the impact of the 1969 losses.

Fortunately, our recent floods did not result in a record loss of life. Fourteen deaths were attributed directly to the 1938 flood in San Bernardino County, compared with nine deaths this year, despite the fact that water flows equalled that of 1938 in many streams, and even exceeded them in some. And the population of the county has increased five fold in that 30-year interval.

The point I would like to make here is that we have had this year storms comparable to those of 1938, yet fewer persons lost their lives although five times as many people were living in the path of the flood. We can attribute this in large measure to the flood control works completed and in operation in my district since 1938. Without those works, it is reasonable to estimate that 70 to 100 persons would have died in the January and February storms. We can talk about the value of flood control works as investments that are quickly repaid in dollar savings, after they handle efficiently the runoff from a couple of storms, and this is very true. But you can't measure the true value without considering the life saving aspects of flood control, nor the terrible disruption of the lives of those individuals whose homes are damaged or destroyed without flood control.

I intend to point out later in this statement exactly how valuable to the people of my district flood control projects could be the next time we have a similar storm and how much money we would *not* have to ask from the Federal government, to rebuild roads and bridges, and to finance low interest loans to repair and rebuild homes, farms and businesses. However, I realize the legislation this committee is presently considering is specifically to help with the rebuilding process, and this is very necessary. A report has been prepared by the San Bernardino County Flood Control District and the County Highway Department which details the damage to public and private facilities, from the January and February storms. The loss from the two storms amounts to \$34,210,000 in public damage and \$19,363,000 in private damage, or a total of \$53,573,000. This figure is not final.

The public damage is bad enough, but roads can be repaired, bridges rebuilt, public buildings cleaned up or rebuilt—all it takes is money, and I hope Congress will give us a hand. The real heartache is in the losses suffered by individuals. We had 70 residential dwellings destroyed in San Bernardino County, and another 680 severely damaged. In almost every case, they were the homes of persons of modest means, and limited income. We have cases of persons who have worked all their lives, paying for their homes, finally reaching retirement when they had planned to settle down and try to make a small pension cover their living costs—something that might have been possible because their homes were paid for. Then they lost their homes—wiped out completely, or damaged so severely that they require considerable funds to bring back to livable conditions. The best we can offer them, apparently, is a loan at three per cent interest, to rebuild. But they have to pay it back. And under present regulations, we can't even do that, if they can arrange for loans from commercial sources at 7, 8, 9 per cent.

The companion bills to those you are considering which were presented to the House Subcommittee on Flood Control, include provisions for making low in-

terest loans available to all who have suffered flood damage, without being required to take a pauper's oath. I certainly hope the Senate will give this favorable consideration.

The bills we are considering now, if enacted, will help us recover from this disaster. But I feel very strongly that Congress must do more than that, and do it now—this year. We have to realize the imperative nature of our problem, and to bring flood control works into the highest priority. Floods are costing us too much money, and the costs go up each time we have one.

It might help if my distinguished colleagues from California would join me in an effort to convince Congress that severe flood damage occurs quite frequently in California—often enough, in fact, to justify a crash program of flood control. If we had undertaken such a crash program immediately after the severe 1965 storms—which should have awakened us to the need—and if we had cut through the red tape which so often smothers these projects and drags them out for years—the projects we need to protect most of the flood-prone areas in my district would have been far enough along to have prevented most of the damage from the 1969 storms.

Let's not wait for further massive damage totals to get us moving. Let's proceed in the most urgent fashion to build the facilities we need to prevent this damage, rather than wait until we have another flood and then scratch around for the money to bail ourselves out again.

We will have potentially damaging storms again. The record shows that California—and I'm talking about my district in "sunny" Southern California—has suffered severe damage from rainwater runoff at least ten times in this century—in 1910, 1914, 1916 (when nearly all the county's newly-constructed bridges were wiped out), 1938, 1943, two in 1965, 1966, and two so far in 1969. In 1938 and again in 1943 due to wash outs on Lytle Creek, the three major transcontinental rail lines running through San Bernardino Valley were cut and out of service for days. This posed a dire threat in 1943, when the rails were transporting war material for the buildup of supplies needed in the Pacific campaigns. This threat jolted the Federal government into immediate action on flood works on Lytle Creek. It is worthwhile to note that, although the 1969 storm was comparable to those in 1938 and 1943, those rail lines were not damaged. That's an investment that certainly has paid off.

The railroads were out of service in other areas where projects have not been completed.

In 1938, the city of San Bernardino suffered severe damage from the runoff from Lytle, Twin and Warm Creeks and Devil Canyon. Since then, \$25 million worth of federal and local projects have been constructed to control the runoff from those streams—an investment that was more than repaid during the 1969 storms alone. The Flood Control District estimates that damage in the city would have exceeded \$100 million this year from those four streams without the projects—but we lost nothing to those streams this time. In 1938, 10 lives were lost to the waters from the same four streams—no lives were lost this time.

That's what we accomplished with out flood control works. Now here's what we have failed to accomplish:

The January storm caused \$9,500,000 damage in the Cucamonga area, and also lost one life, as a result of Cucamonga Creek running wild. It is ironic that we have an authorized flood control project for Cucamonga Creek which would have prevented this had it been completed. The entire project will cost about \$30 million. Another \$3½ million in damage was caused by the February storm in Cucamonga. Now, we are at the point where this year alone, \$13 million—nearly half the cost of the entire project—has been lost, because the project had been kicked around for years. We did finally get it authorized last year, but no money was appropriated for it. I fully expected that some money would be included in the Corps of Engineers budget for FY 1967-70, to initiate planning and get the project going. However, on almost the same day the first rain fell at the beginning of the January storm, I happened to note in a copy of the proposed budget for FY 69-70 that the Corps had included not one dime for Cucamonga Creek. I plan to ask that an emergency authorization of \$50,000 be made now—in the current fiscal year—to initiate pre-construction planning, and to seek a budget authorization for FY 69-70 of \$800,000 for planning, to promote the

earliest possible construction start. Construction could then be started the following year.

This is typical of the timetable that should be followed on other vital projects, in other districts as well as my own, if we expect to have any significant increase in flood protection within the next four or five years. In addition to a speedup such as this, we must also find ways to eliminate the long, drawn-out and unnecessary delays in gaining authorization for a project. A vivid example of this is San Timoteo Creek, which last month devastated a large section of my own home town of Loma Linda. This creek is presently included in a survey being made by the Corps which, if allowed to proceed at the normal pace, will be 10 years before any work is started. This is an area where more than \$3 million damage was done, largely to low-income families.

The San Bernardino County Flood Control District reports that projects totaling \$219,978,100 in cost are needed to complete the flood control protection we need in the county. The local share of this cost will amount to about 20 to 30 per cent. This means that for less than \$200 million in federal expenditure we can prevent damages of more than \$50 million the next time we have storms such as we have had this year. At least \$50 million. The next time, with the growth we are experiencing, the price would go up.

Mr. Chairman, I deeply appreciate the opportunity to point out the severe damage we have suffered and the need for assistance from the Federal government, to recover from this disaster, and I strongly urge you to take immediate action on this matter. But even more urgent is the need to provide protection against future storms, so we won't have to keep coming back every four to six years asking for greater and greater amounts.

Thank you.

Senator JORDAN. Mr. Ayala is our next witness.

We are glad to have you with us, and you may proceed as you wish.

STATEMENT OF RUBEN S. AYALA, CHAIRMAN, BOARD OF SUPERVISORS, SAN BERNARDINO COUNTY, CALIF.

Mr. AYALA. Thank you very much.

May I first request that these two reports be put into the record. One is under a red cover and the other a brown cover.

Senator JORDAN. Such parts of those as are necessary will go in the record, but we will use the entire thing for our consideration.

(The information furnished by Mr. Ayala appears at p. 86.)

Senator JORDAN. You may proceed.

Mr. AYALA. Mr. Chairman, the board of supervisors of San Bernardino County is deeply appreciative of the concern and interest your committee has shown in the present flood disaster affecting southern California, including the county of San Bernardino. Likewise, the county is grateful for the invaluable emergency assistance toward reopening of county roads being rendered by Col. Norman E. Pehrson, district engineer, U.S. Army, Corps of Engineers, Los Angeles.

The San Bernardino and Mojave River Valleys of San Bernardino County have experience a particularly serious disaster with private and public damages estimated to date to be over \$53.5 million. This amount may increase further as more detailed estimates are completed.

In addition, millions of dollars in indirect and intangible damages have been occasioned by this disaster. This includes railroad downtime, loss of business by the shutdown of commercial and industrial

concerns, and private inconveniences and income loss which cannot be accurately determined.

It is regrettable that nine lives were lost in San Bernardino County as a result of this flood but fortunate that there were not more fatalities.

These recent devastating floods, as serious as the destruction has been, are generally construed in San Bernardino County to be only about half as severe as the great flood of 1938 when 14 lives were lost. Furthermore, it has been recognized that during the last 100 years even the flood of 1938 has been equaled or exceeded at least three times. In 1862, 1867, and 1891. It has also been established on the Santa Ana River that the flood of 1862 was three times the magnitude of that of 1938.

With these factors in mind, coupled with the recent destructive floods of January and February 1969, it is apparent that the people of San Bernardino County, approaching a million in number, are exposed to the threat of devastating and life-taking floods with damages to public and private properties in the hundreds of millions of dollars. This threat of flood to the entire county, is a threat to an area which is America's largest adjacent to the Los Angeles Basin, an urban-industrial complex experiencing exceedingly rapid development.

Flood flows across San Bernardino Valley pose an extreme threat to virtually every avenue of communication and transportation between the greater Los Angeles metropolitan area and all points east through the Cajon or San Gorgonio Passes. A review of the map accompanying this statement shows that all major transcontinental highways, railroads, major utilities, and main county roads serving southern California are subject to severance by flooding on any single stream or combination of streams, thus a major flood through the San Bernardino Valley will isolate the Los Angeles metropolitan area. In the recent disastrous floods all railroads and major highways—both county and State—were severed or badly damaged.

San Bernardino County is diverse in its geographical complexity of urbanized valley, alpine-like mountains and high panoramic deserts. While the lower valleys were being unundated by torrential rains, the higher elevations were simultaneously being buried under snow drifts from 3 to 30 feet in depth. County snow removal costs approaching \$300,000 are being experienced concurrently with the estimated \$5.5 million county road repairs due to storm damage. Damage to several hundred miles of county mountain roads is suspected to be great but is unknown at this time, because these roads are buried by the snow. Snowfall depths are shown in the square boxes on the accompanying map.¹

San Bernardino County finds itself in circumstances which are beyond the capabilities of our local government to resolve in a timely and expeditious manner.

First, the county is unique in that it supports a maintained road system of 4,900 miles. This mileage is the most extensive in the State and equal to or greater than the number of miles maintained by many State highway department. Without the additional burden of flood

¹ The map referred to is retained in the committee files.

disaster, the county's road funds are totally inadequate to provide the traveling public with county roads which are safe and meet present-day minimum standards.

Second, while there is appreciation that the Federal Disaster Act, Public Law 81-875, and the emergency provisions of title 23, U.S. Government Code, do help considerably in the emergency repairs and the replacement of flood damaged highway facilities, the disaster was so great that there are insufficient county funds to pay the county's share required by these assistance programs.

Third, although the county receives a generous apportionment for Federal-aid secondary construction, some \$800,000 annually, the mandatory 40 percent county's local matching funds are made available by deferring indefinitely the financing of many badly needed county local road improvement projects.

Fourth, the county has 140 floodway crossings which are deficient and in need of replacement or reconstruction estimated at approximately \$20 million. This is apart from normal highway construction needs.

The few photographs which follow were selected as being representative of conditions and typical flood damage scenes throughout the Santa Ana River and Mojave River Valleys.

We urge that the accompanying flood damage tables be studied, and may we respectfully request that this committee consider the possibility of recommending additional Federal financial assistance which is not contingent upon "local matching funds." Such financial aid would assist in providing the public with safe and present-day standard facilities in locations where current emergency programs provide assistance only for work which permits resumption of minimal essential services.

Thank you for affording the county of San Bernardino the opportunity of appearing and presenting our needs to this committee.

Senator JORDAN. Thank you very much.

Doesn't the Santa Ana River run right down through your county?

Mr. AYALA. Yes, it bisects the county and it crosses Orange County into the Pacific.

Senator JORDAN. What is your principal agricultural crop?

Mr. AYALA. Our principal agricultural commodity is dairy, sir. We have the largest milk producing area in the State of California, and I represent that district. That is the Chino area. It is mainly dairies, although we have a diversified type of agriculture in the whole county.

Senator JORDAN. Don't you have a grape growing area there?

Mr. AYALA. Yes, sir. Also, the southwest portion of the county is the sixth fastest growing area in the United States today.

Senator JORDAN. Thank you very much for your presentation and it will certainly be considered in its entirety.

Mr. SEELEY. Mr. Chairman, may I add one thing. You mentioned about the grapes. In Coachella Valley in Riverside County we have numerous grape growers that grow table grapes, and we weren't bothered by the flood at all but we are bothered by the boycott, so we hope you can do something about that too.

Senator JORDAN. How far from Los Angeles is this?

Mr. AYALA. We are contiguous. It is about 20 miles from our most westernly boundary.

Senator JORDAN. In other words, a great many of your people are dependent on the highways to go to Los Angeles where they do work?

Mr. AYALA. That is correct. My District also includes the Ontario International Airport. The runway was closed for a number of hours because of the flooding. My county is contiguous to Mr. Seeley's county (Riverside County).

Senator JORDAN. Thank you very much.

Mr. AYALA. Thank you.

(Additional information and photographs furnished by Mr. Ayala follows:)

SAN BERNARDINO COUNTY FLOOD CONTROL DISTRICT—FLOODS OF JANUARY AND FEBRUARY 1969,
SAN BERNARDINO COUNTY—ESTIMATES OF PUBLIC AND PRIVATE FLOOD DAMAGE

	Flood, January 1969	Flood, February 1969	Total
Public damage:			
County of San Bernardino, Road Department.....	\$2,500,000	\$3,000,000	\$5,500,000
State of California, Division of Highways.....	3,000,000	5,000,000	8,000,000
State of California, Department of Water Resources (California Aqueduct).....		1,750,000	1,750,000
San Bernardino County Flood Control District.....	3,317,000	4,243,000	7,560,000
Miscellaneous county agencies.....	500,000	500,000	1,000,000
U.S. Forest Service.....	500,000	250,000	750,000
Ontario International Airport.....	20,000	20,000	40,000
California Air National Guard, Ontario Airport.....	10,000	10,000	20,000
Marine Supply Depot, Barstow.....		5,000	5,000
School districts.....	376,000	100,000	476,000
Incorporated cities.....	1,081,000	1,283,000	2,364,000
Public utilities.....	1,704,000	3,081,000	4,785,000
Railways.....	660,000	1,300,000	1,960,000
Total, public damage.....	13,668,000	20,542,000	34,210,000
Private damage:			
Mountain, residential.....	1,500,000	820,000	2,320,000
Mountain, private roads.....	300,000	500,000	800,000
San Bernardino Valley, agricultural.....		2,000,000	2,000,000
Mojave River, agricultural.....	1,000,000	2,000,000	3,000,000
Mojave River, residential.....		480,000	480,000
San Bernardino Valley, residential.....	4,000,000	3,267,000	7,267,000
San Bernardino Valley, commercial-industrial.....	2,200,000	1,296,000	3,496,000
Total, private damage.....	9,000,000	10,363,000	19,363,000
Grand total.....	22,668,000	30,905,000	53,573,000

Note: Above estimates do not include indirect damages.

SAN BERNARDINO COUNTY (CALIF.) FLOOD CONTROL DISTRICT
CORPS OF ENGINEERS FEDERAL FLOOD CONTROL PROGRAM—URGENT REQUIREMENTS (FISCAL YEARS 1968-69 AND 1969-70)

Project	Status	Total Federal construction cost	Fiscal year	Action required
Mojave River Forks Dam.....	Construction initiated.....	\$14,750,000	1968-69 and 1969-70.....	Budget authorization of \$6,400,000 to expedite flood protection.
Lyle Warm Creeks.....	Preconstruction planning completed.....	12,200,000	1968-69 and 1969-70.....	Budget authorization of \$1,500,000 to initiate construction.
Cucamonga Creek.....	Authorized, not funded.....	30,700,000	1968-69.....	Emergency authorization of \$50,000 to initiate preconstruction planning.
			1969-70.....	Budget authorization of \$800,000 for planning to promote earliest possible construction start.
Upper Warm Creek.....	Survey complete, in process, to Congress for authorization.....	13,500,000	1968-69.....	Emergency project authorization and emergency authorization of \$50,000 to initiate preconstruction planning.
			1969-70.....	Budget authorization of \$500,000 to promote earliest possible construction start.
Day-San Seavine-East Etiwanda.....	Complete survey June 1969.....	27,800,000	1968-69 and 1969-70.....	Emergency project authorization with budget allotment of \$500,000 to promote earliest possible construction start.
Santa Ana River Basin (includes these San Bernardino County priority projects): ¹				
Wilson-Wildwood Channel (Yucaipa).....		2 9,500,000	1968-69.....	Immediate Public Works Committee authorization of accelerated interim reports to enable earliest possible flood control measures in critical areas.
San Timoteo Creek (Loma Linda).....		2 8,100,000		Emergency authorization of \$200,000 to fund accelerated surveys.
Zanja-Mission Channel (Redlands).....		2 12,000,000	1969-70.....	
Rialto Channel (Rialto).....		2 6,000,000		

¹ Survey in process.

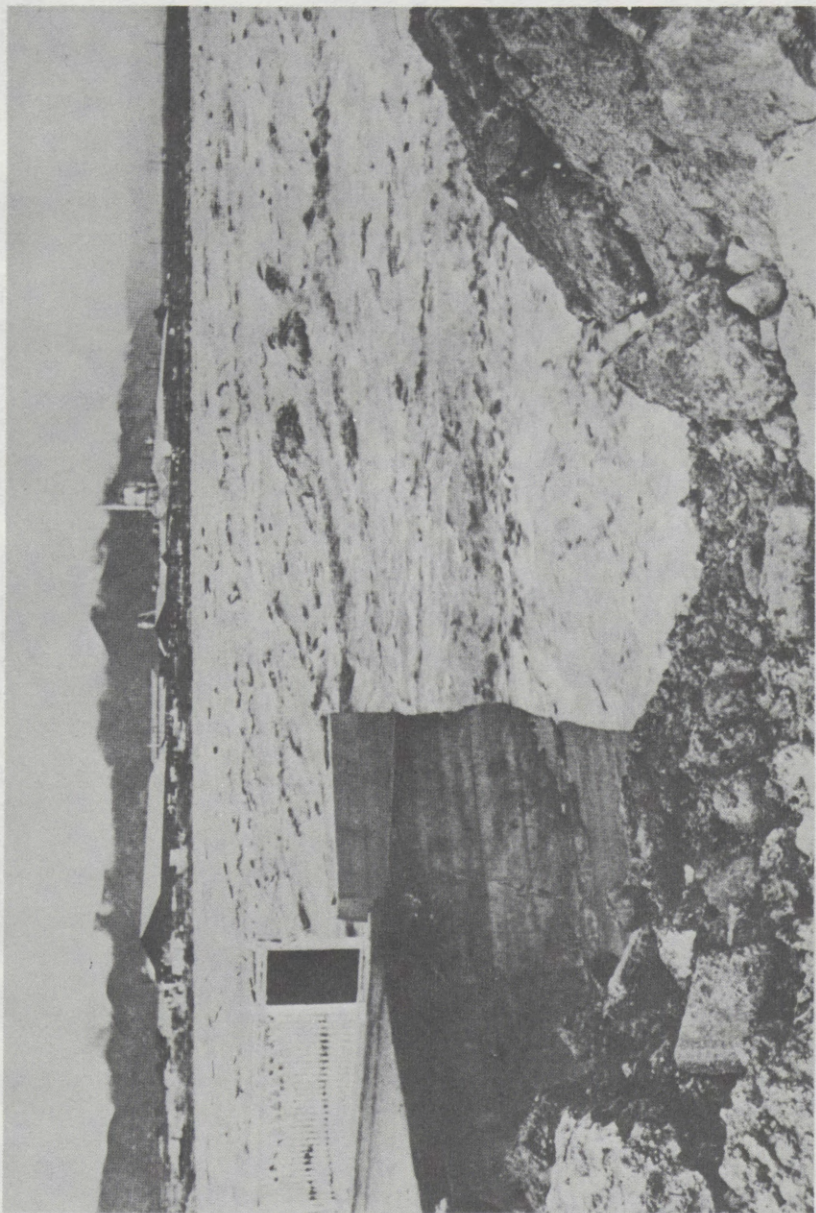
² Estimated.

SAN BERNARDINO COUNTY ROAD DEPARTMENT ESTIMATE OF DAMAGE TO COUNTY ROAD SYSTEM, JANUARY
AND FEBRUARY, 1969 STORMS

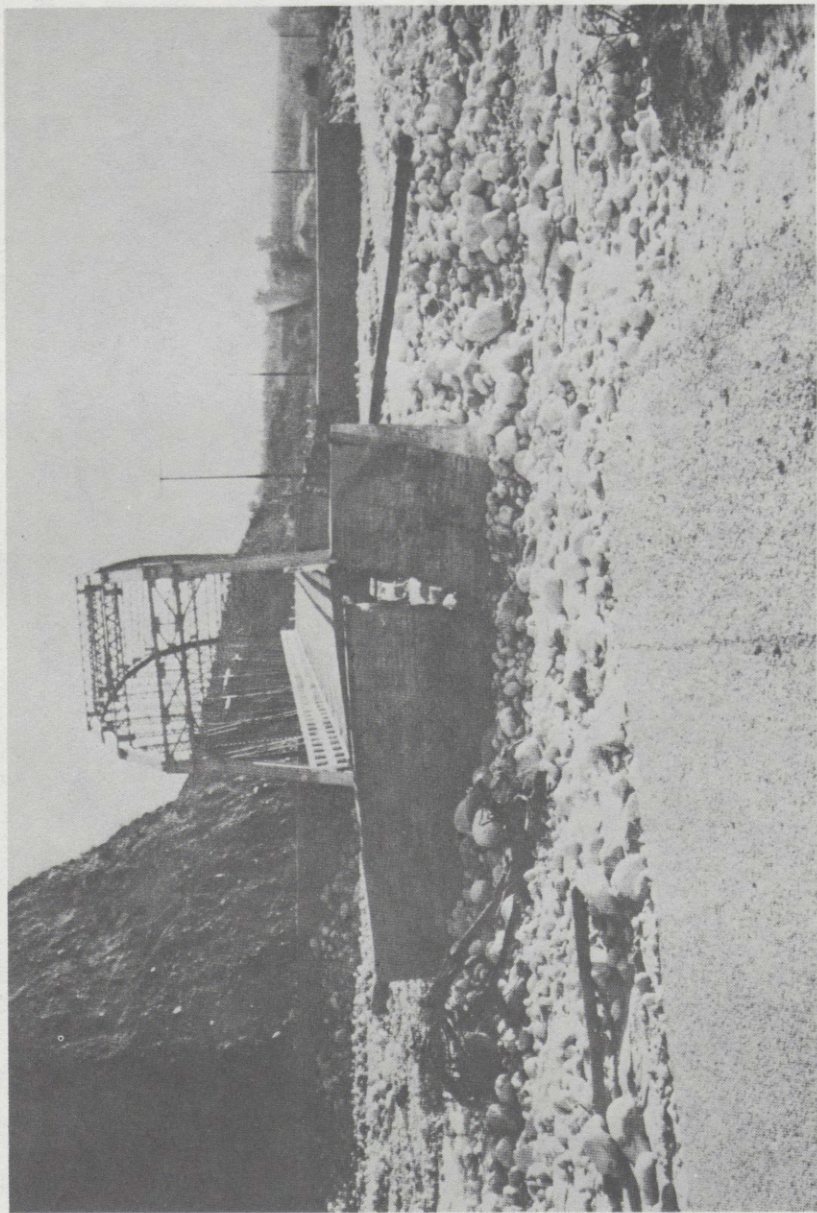
	FAS roads	FAS bridges	Local county roads ¹	Local county bridges	To ta
Valley area.....	700,800	874,000	1,642,900	668,400	3,886,100
Desert area.....	19,100	0	293,700	137,900	450,700
Mountain area.....	² 70,000	0	² 1,093,200	0	² 1,163,200
Total.....	789,900	874,000	3,029,800	806,300	¹ 5,500,000

¹ Includes county maintained forest development roads, estimated damage \$500,000.

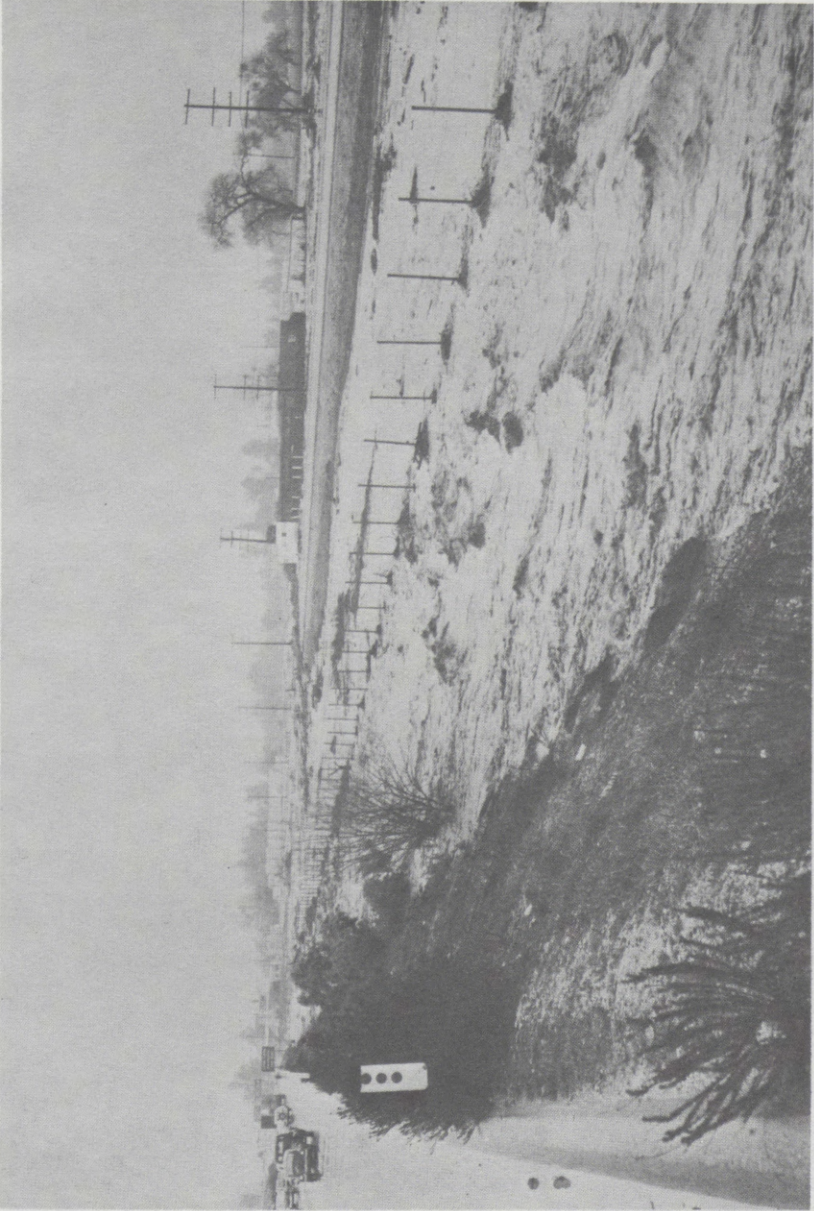
² Includes estimates of final damage which cannot be assessed in the mountain area until snow cover melts.



SANTA ANA RIVER ROARING AT FLOOD STAGE IN THE REDLANDS VICINITY



GREENSPOT ROAD BRIDGE AT THE MOUTH OF THE SANTA ANA RIVER



SAN TIMOTEO CREEK IN THE BACKGROUND BEGINS TO OVERFLOW, THREATENING INTERSTATE 10 ON THE LEFT AND FINALLY RAVAGING THE COMMUNITY OF LOMA LINDA



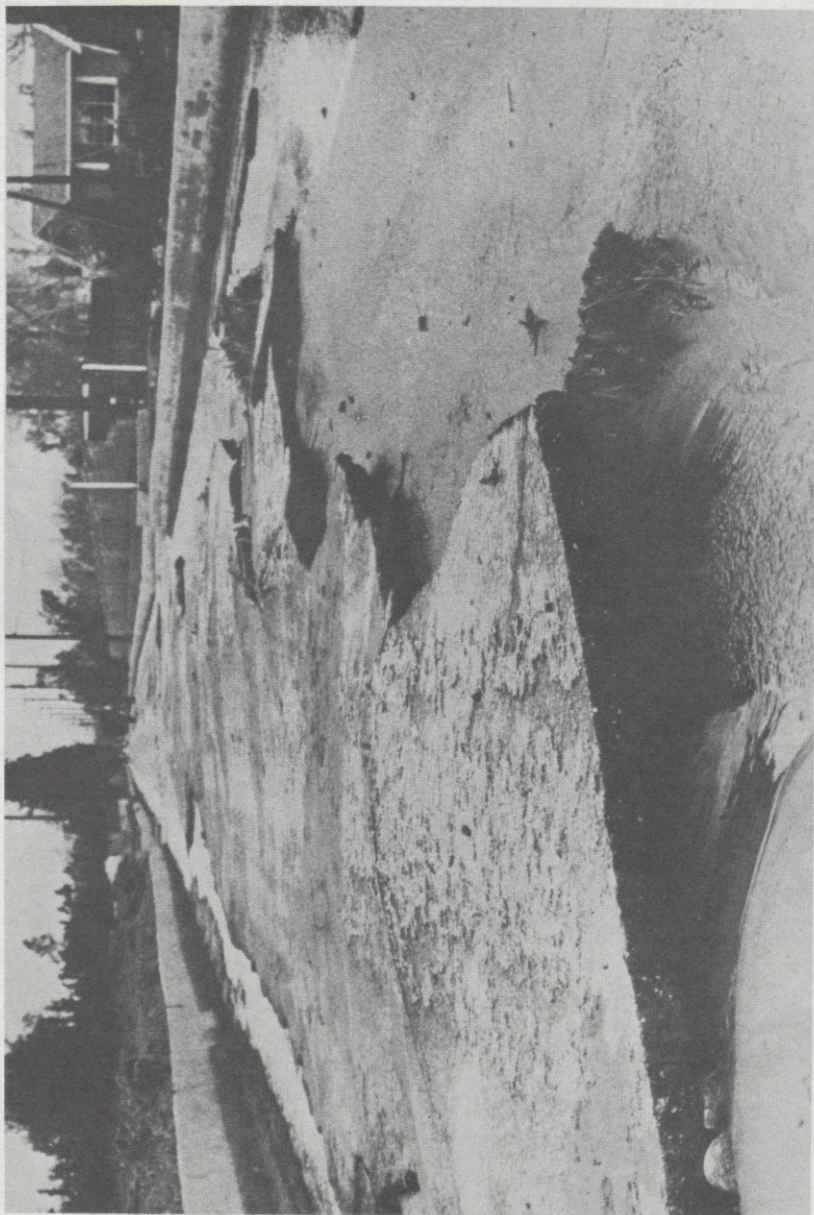
BARTON ROAD, A FEDERAL-AID SECONDARY ROUTE AND MAJOR COUNTY ROAD,
LOSES A BRIDGE



MT. VIEW AVENUE BRIDGE IS CARRIED DOWNSTREAM BY SAN TIMOTEO CREEK



BASE LINE, A FEDERAL-AID SECONDARY ROUTE AND A COUNTY ARTERIAL, IS SEVERED BY CUCAMONGA CREEK



HELLMAN AVENUE PAVEMENT IS DESTROYED BY DEMENS CREEK OVERFLOWS

Senator JORDAN. Mr. Kidwell, we will be glad to hear from you at this time.

Mr. Kidwell is chairman of the board of supervisors of the county of San Luis Obispo.

STATEMENT OF ELSTON L. KIDWELL, CHAIRMAN, BOARD OF SUPERVISORS, AND ROBERT H. BORN, COUNTY ENGINEER, SAN LUIS OBISPO COUNTY, SAN LUIS OBISPO, CALIF.

Mr. KIDWELL. Mr. Chairman and members of the subcommittee, there are photos in the back of the comments here that you can look at to see some of the devastation in our county.

Senator JORDAN. We will include those in our record.

(The material appears at p. 100.)

Mr. KIDWELL. Mr. Chairman, my name is Elston L. Kidwell. I am chairman of the board of supervisors of the county of San Luis Obispo, Calif., and I am very pleased to appear before you to present this brief statement in support of S. 993. With me today is Mr. Robert H. Born, county hydraulic engineer, who will assist in answering any questions the subcommittee may have.

San Luis Obispo County has incurred its wettest year in recorded history. Heavy rains, which began with the weekend of January 18 through January 20 and continued unabated with several surges of record intensity through February 26, 1969, wrought unprecedented havoc throughout our county. Damage in both the public and private sector has never been greater in recorded history and our recovery will be a slow and painful process.

The disaster, or series of disasters as it might be more appropriately called, has been termed a 100-year storm for San Luis Obispo County. The eye of the storm centered over Los Padres National Forest a few miles northeast of the county's largest city, San Luis Obispo. All of our streams and rivers, including those originating within the national forest, reached record flood stages, carried tons of debris and silt, and washed out critically needed water supply and sanitation facilities.

Senator JORDAN. May I ask a question?

Mr. KIDWELL. Yes, sir.

Senator JORDAN. I am just wondering about your municipal water supplies and your sewage treatment plants. Weren't they seriously damaged over most of this area?

Mr. KIDWELL. Yes, they were, sir. I was planning to cover that. Some of the damage was quite serious in two or three places.

Senator JORDAN. Thank you.

Mr. KIDWELL. Bridges, roads, railroads, as well as important gas and power facilities, were totally destroyed in many areas or incurred extensive damage.

Salinas Dam, a Corps of Engineers facility, with a large portion of its watershed in the Los Padres National Forest also sustained a great deal of damage. The reservoir reached its highest crest since construction of the dam in 1941, cresting at some 12 feet above its spillway.

High waters in the Salinas River below the dam caused extensive public and private damage including the loss of one bridge at San Miguel, the replacement cost of which will exceed \$500,000.

Sanitary waste treatment facilities serving the city of Paso Robles and the town of San Miguel received damage from the rampaging Salinas River. Major damage was incurred to the city of Pismo Beach

waste-treatment plant from the inundation and erosion by Pismo Creek. The Pismo plant was out of service for several days causing raw sewage to be discharged at the beach. Several major sewage collection facilities in other communities were also washed out. Several wells, comprising all or a substantial portion of the water supply for three communities, were lost. One community is still cut off and without a permanent water supply.

Senator JORDAN. Let me ask at this point: Do a number of your localities and towns get their water from deep wells?

Mr. KIDWELL. Yes.

Senator JORDAN. Are they dependent on deep wells rather than reservoirs back up in the mountains?

Mr. KIDWELL. Not all of them. Most of our communities are deep wells, and we have reservoirs of course that do service many of our communities, but the ones I am speaking of now lost their wells by contamination.

Senator JORDAN. Thank you.

Mr. KIDWELL. We presently estimate total damage from the storms in San Luis Obispo County at about \$13.5 million. Public damage is estimated at about \$6 million, of which \$4.5 million in damages were incurred by roads, streets, and bridges.

The private sector was heavily hit, with an estimated damage of \$5.6 million. Of that total, \$4.5 million is assigned to agricultural damage represented by loss of crops, loss of soil and land, structural damage, and livestock losses.

Senator JORDAN. What is your principal crop in that area?

Mr. KIDWELL. Agricultural and cattle.

Senator JORDAN. What is your principal crop?

Is it vegetables, citrus fruit, or what?

Mr. KIDWELL. Truck crops and the alfalfa industry, principally.

Senator JORDAN. And dairy?

Mr. KIDWELL. Dairy, barley, this type of agriculture.

Senator JORDAN. Thank you.

Mr. KIDWELL. Agriculture is San Luis Obispo County's largest and most significant enterprise. The effects of the storm will be felt, therefore, long after the flood waters recede, in our marketplace, in our businesses, in our homes. Our ability to rebuild even necessary public facilities will be significantly hampered by the lessened ability of our people to pay taxes.

Within San Luis Obispo County, major damage was sustained by at least 14 bridges, or which complete replacement was required for 10. Major structural repairs are required on the other four to restore them to service. One or both approaches on countless other bridges throughout the county were also lost.

Damage to county-owned roads and bridges amounted to about \$2.1 million, including \$1.2 million to our Federal aid system, and about \$1 million to the remainder of our county road system.

Our public utilities sustained an estimated \$1.7 million in damages. These damages also will undoubtedly be passed along directly to our population through increased rates for power, gas, telephone, and railway transportation services.

On January 26, 1969, President Nixon declared a "major disaster" in San Luis Obispo County under the provisions of Public Law 875, 81st Congress, as amended. We have asked the Office of Emergency Preparedness to arrange to have the appropriate Federal agency to

provide emergency disaster assistance essential to the health, safety, and welfare of the people and property of our county. Emergency repairs are already underway by the Corps of Engineers. Essential water and sewerage service is still not available to all portions of our county, and several areas are using temporary facilities until more permanent repairs can be made.

Our State legislature has before it a bill which would render some financial aid to San Luis Obispo County and other southern California counties hit so hard by the storm. Even so, it does not appear likely at this time that more than 50 percent of the public damage will be recovered from sources other than local property tax sources.

None of the private damage and the public utility damage will be recompensed through State assistance. The Federal Government does render aid to the private sector through the Small Business Administration, the Farmers Home Administration, and the Agricultural Stabilization and Conservation Service in the form of low interest loans for storm damage repair and restoration.

This assistance will be essential to our citizens because commercial lending institutions take a dim view of making such loans to firms and individuals who have suffered severe property damage and whose ability to repay is also damaged.

One of the problems facing our local agencies is short-range financing. Under Public Law 875, advance funding can be made by the Federal Government for those items of emergency work requiring immediate attention.

Advances up to 75 percent of the estimated cost of the emergency work can be made. However, there is necessarily a considerable time-lag between the time the damage is actually incurred and the time any advance funds are received. Agencies such as our city of Pismo Beach, which lost some major trunk water lines and its sewage treatment plant, and the Cambria County Water District, whose wells were contaminated, must move at once to restore these vital services. Debts are incurred which cannot be repaid for some time.

Some of our agencies have tried, to no avail, to obtain loans from commercial lending institutions. Emergency funding, then, should be made available quickly and Federal procedures should be made as simple as possible to expedite emergency work. Audit work on claims should also be expedited so that reimbursement funds can be made available at an early date.

The total assessed valuation of San Luis Obispo County is \$257,140,319. The Los Padres National Forest comprises 239,137 acres in San Luis Obispo County or 11.2 percent of the total land area.

Bureau of Land Management lands represents 130,000 acres or 6.1 percent of the county. Federal land thus accounts for 17.3 percent of all San Luis Obispo County land. The ability of the county to raise money through taxes is inhibited, then, by its low assessed valuation and the high percentage of Federal lands.

Los Pedres National Forest lands and property sustained approximately one-third of a million dollars in damage. Fire across roads are heavily damaged and the ability of the Forest Service to repair these roads and other facilities will be greatly hampered unless adequate funds can be made available to them.

The problem is greatly intensified by the heavy grass growth now appearing on forest and adjacent lands and the consequent high fire hazard this coming summer.

From this explanation, I am certain you will concur that our people and local agencies are doing all within their power to restore or repair their damaged facilities. No prudent local financial planning program could have been established to protect us from this type of disaster. As our local reserves and other financial resources, including borrowing, are exhausted, we have no other recourse but to turn to the State and Federal governments for assistance.

Several Federal agencies have already provided substantial assistance to the people of San Luis Obispo County, for which we will be eternally grateful. Other Federal agencies will be called upon for additional assistance. In all cases, the funding for these programs is limited and greatly in need of augmentation by means such as that possible under S. 993.

In conclusion, we submit that San Luis Obispo County has received a serious economic setback through devastating floods. Local resources are being stretched beyond their ability and we can only turn to a higher governmental jurisdiction for assistance. Your endorsement of S. 993 is therefore respectfully recommended.

I have attached to this statement a copy of our latest estimate of damage, which is being revised upward constantly. Also attached are but a few illustrations of the various types of damage we have sustained, together with a tabulation showing the relative impact of 1969 flood damage on San Luis Obispo County.

And we want to thank you so much for allowing us to come here and testify today.

Senator JORDAN. Thank you very much.

Mr. BORN, do you have a statement to make?

Mr. BORN. No, sir; only to answer questions and to refer you to that last table which shows the effect of this damage in terms of people which is being felt very strongly in our county.

Senator JORDAN. I can thoroughly understand that. We are glad to have the information.

Mr. Kidwell, all floods of whatever nature are destructive and bring a great economic loss, but one of the greatest things that you brought out there is the fact that you have rendered a lot of your taxpayers incapable of paying taxes, because the property that they own to make money and make a living on is destroyed to the extent that they can't make a living for themselves, let alone pay taxes to the county. That is one of the serious things that always accompany a disaster any time you destroy property.

For instance, I have known one case where a factory was completely destroyed by a cyclone. All those employees were completely out of work in addition to the plant being destroyed, so there was the taxpayers gone when the factory was gone, but the people's living was gone at the same time. So it ties in.

Everybody is hurt in these things, and you can't say just because one man didn't happen to lose his house that he wasn't hurt, because he is hurt. Everybody in the area is hurt, and it is a serious problem and I can assure you this committee will give it serious consideration promptly.

Mr. KIDWELL. Thank you, sir.

(The information and photographs furnished by Mr. Kidwell follows:)

SAN LUIS OBISPO COUNTY,
FLOOD CONTROL AND WATER CONSERVATION DISTRICT,
San Luis Obispo, Calif., March 25, 1969.

Estimate of flood damage in San Luis Obispo County

Public damage:

Flood fighting (general) by Corps of Engineers.....	\$116, 000
California Division of Highways.....	1, 450, 000
California Valley Community Services District.....	15, 000
Cambria County Water District.....	325, 000
Cambria Fire Protection District.....	2, 000
Cayucos Sanitary District.....	5, 000
City of Arroyo Grande.....	16, 000
City of Grover City.....	-----
City of Morro Bay.....	120, 000
City of Paso Robles.....	330, 000
City of Pismo Beach.....	300, 000
City of San Luis Obispo.....	236, 000
Coast Joint Union High School.....	70, 000
County flood control district.....	496, 000
County parks and beaches.....	22, 000
County roads.....	2, 108, 000
County service area No. 12.....	17, 000
County waterworks district No. 5.....	8, 000
County waterworks district No. 6.....	2, 000
Garden Farms County Water District.....	8, 000
San Miguel Sanitary District.....	15, 000
National forest lands and property.....	280, 000
Whale Rock Commission.....	2, 000
Atascadero State Hospital.....	45, 000
Atascadero Unified School District.....	28, 000

Total public damage..... 6, 016, 000

Private damage:

Arroyo Grande.....	2, 000
Atascadero (includes Atascadero Mutual).....	70, 000
Avila.....	120, 000
Cambria.....	150, 000
Cayucos.....	2, 000
Creston.....	10, 000
Morro Bay.....	225, 000
Nipomo.....	3, 000
Oceano.....	2, 000
Paso Robles.....	80, 000
Pismo Beach.....	72, 000
San Luis Obispo.....	400, 000
San Miguel.....	10, 000
Santa Margarita.....	2, 000
Templeton.....	1, 000
Countywide agricultural crop damage.....	2, 500, 000
Countywide agricultural improvements (channels, irrigation systems, dams, water control structures, et cetera).....	810, 000
Countywide agricultural land damage (principally from erosion).....	300, 000
Rural private roads and bridges.....	650, 000
Rural private structures and equipment (houses, barns, sheds, vehicles, farm equipment, et cetera).....	250, 000
Livestock losses.....	20, 000

Total private damage..... 5, 679, 000

Utility damage:

Pacific Gas & Electric Co.....	380, 000
Pacific Telephone.....	325, 000
Southern Counties Gas Co.....	70, 000
Southern Pacific Co.—Western Division.....	950, 000
Southern Pacific Co.—Southern Division.....	10, 000
San Miguel Telephone Co.....	50, 000

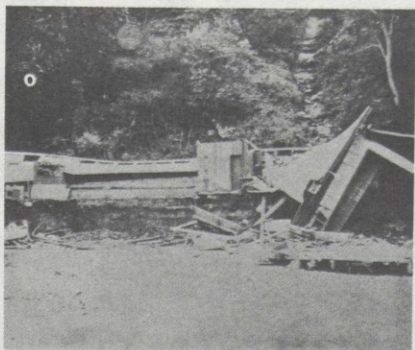
Total utility damage..... 1, 785, 000

Total countywide damage..... 13, 480, 000

RELATIVE IMPACT OF 1969 LOCAL AGENCY FLOOD DAMAGE ON SELECTED CALIFORNIA COUNTIES

County	Local agency public damage ¹ (thousands)	County road damage ¹ (thousands)	Population	Total local agency public flood damage per capita	County road damage per capita
San Luis Obispo.....	\$5,100	\$1,500	105,400	\$49	\$14
Ventura.....	13,852	2,890	350,100	40	9
San Bernardino.....	14,536	5,500	683,00	21	8
Santa Barbara.....	4,204	3,064	254,900	17	12
Riverside.....	7,267	1,894	450,100	16	4
Monterey.....	3,533	1,235	246,400	14	5
Orange.....	7,886	2,116	1,317,800	6	2
Los Angeles.....	40,000	15,000	7,101,400	6	2

¹ Based on data compiled through Mar. 5, 1969, by County Supervisors Association of California.



1. Typical structural damage to residence caused by overflow of Lopez Creek.



2. Damage to one of principal wells serving Town of Atascadero caused by rampaging Salinas River.



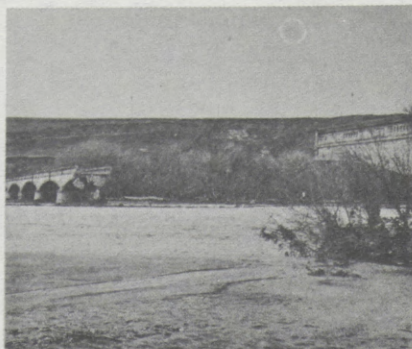
3. Erosion damage to portion of State Highway 41 along Salinas River at Atascadero.



4. Typical debris-filled stream posing major threat to downstream federal, state and county bridges.



5. Silt deposition in Town of Avila Beach following inundation from San Luis Obispo Creek.



6. 360-foot section of bridge at San Miguel on Salinas River destroyed by water and debris.



7. Section of bridge destroyed on federally assisted secondary road across Huasna Creek.



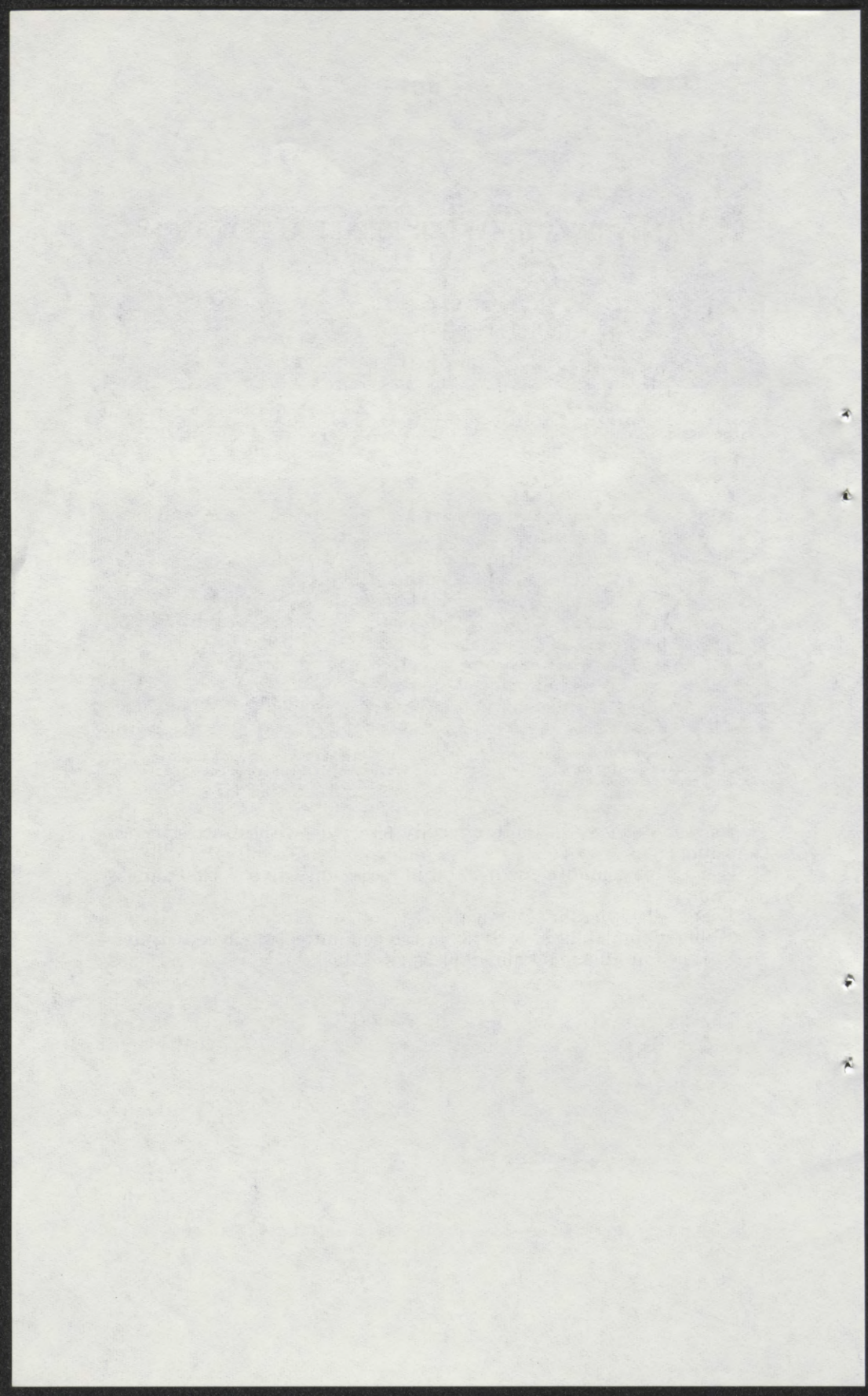
8. Parkhill area road damage, typical of much road damage in San Luis Obispo County.

Senator JORDAN. Is there anybody else who wishes to testify this morning?

If not, this committee will stand in recess until 10 o'clock Thursday morning, April 3.

Thank all of you for being with us.

(Whereupon, at 12 o'clock noon, the committee was recessed, to be reconvened at 10 a.m., Thursday, April 3, 1969.)



CALIFORNIA DISASTER RELIEF ACT OF 1969

THURSDAY, APRIL 3, 1969

U.S. SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:08 a.m., in room 4200, New Senate Office Building, Senator William B. Spong, Jr., presiding.

Present: Senator Spong.

Staff members present: Stewart McClure, professional staff member; and Bailey Guard, assistant chief clerk (minority).

Senator SPONG. The hearing will come to order, please.

Good morning, ladies and gentlemen.

Today we continue the hearings begun by this subcommittee on Tuesday of this week on S. 993, the California disaster relief bill. This bill has as its purpose to provide assistance to the State of California and its citizens in their efforts to recover from the destruction left by the disastrous rainstorms of the past winter.

On last Tuesday the subcommittee heard excellent testimony from Senator George Murphy, from officials of the State of California, and from four of the counties most seriously affected. They brought us striking evidence of the damage that had been done to their State.

This morning we shall hear from the representatives of the agencies of the Federal Government that are responsible under the law for providing relief to areas stricken by disaster. We will also welcome any recommendations they may wish to make with respect both to the bill, S. 993, and to the general problem of major disasters in this country.

Our first witnesses are from the Office of Emergency Preparedness, which by authority is delegated by the President to have prime responsibility under Public Law 875 of the 81st Congress, enacted September 30, 1950, for coordinating the activities of the Federal Government in providing disaster assistance.

Before calling on these gentlemen, I would like to place into the record a letter dated April 3 from Senator Alan Cranston, of California, addressed to the Honorable Jennings Randolph, chairman of the Senate Public Works Committee.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., April 3, 1969.

HON. JENNINGS RANDOLPH,
*Chairman, Senate Public Works Committee,
Washington, D.C.*

DEAR JENNINGS: I am deeply concerned both with the disastrous floods which have wreaked havoc on much of California and with the threat of even greater damage when warm weather thaws out the Sierra snow pack. Both property and people have been severely damaged in California.

As you know, the Roads Subcommittee has heard primarily of the great destruction to land, man-made structures and roads, and to a lesser degree, crops. However, there is evidence that in the affected areas, people, and particularly poor people, have had their livelihood and prospects for future employment seriously endangered by flood damage.

Because I plan within two weeks to have testimony and evidence developed, I hope you will allow the record to be held open even possibly for another hearing. I certainly do not wish to delay the Committee's deliberations, for I view the need for California assistance with the greatest urgency. If keeping the record open will not delay the anticipated procedure for reviewing the legislation, I will appreciate your considering this request.

Thank you for your courtesy.

Sincerely,

ALAN CRANSTON.

Senator SPONG. The first witness from the Office of Emergency Preparedness is Mr. Russell.

OFFICE OF EMERGENCY PREPAREDNESS

STATEMENT OF FRED J. RUSSELL, DEPUTY DIRECTOR, ACCOMPANIED BY CHARLES KENDALL, GENERAL COUNSEL, AND GORDON GILLIS, CONGRESSIONAL LIAISON

Senator SPONG. Gentlemen, we are pleased to have you with us this morning.

Mr. RUSSELL. Thank you.

Mr. Chairman, I am pleased to be here today to submit my agency's comments on S. 993, a bill entitled: "To Provide Assistance to the State of California for the Reconstruction of Areas Damaged by Recent Storms, Floods, Landslides, and High Waters."

This bill does not alter the national disaster aid program administered by the Office of Emergency Preparedness under Public Law 81-875 or its role as coordinator of overall Federal disaster relief activities for the President.

Section 1 and other sections of the bill refer only to damages that occurred in California during December 1968 and January and February 1969 and authorize special measures to assist the people of that State in the reconstruction and rehabilitation of the devastated areas. The President, in his declaration of a major disaster for California under Public Law 875, established the incidence period for damages beginning on or about January 17, 1969. The Federal-State disaster assistance agreement presently sets a terminal date of March 5, 1969.

To date, \$8 million of Public Law 875 funds have been allocated to the State. Thirty-seven counties (out of 58 in the State) have been declared major disaster areas eligible for this assistance. The State anticipates receiving approximately 275 project applications, most of which have been filed with the California Disaster Office and are now being processed. Meanwhile, the recovery work is underway.

In addition to the project applications, about 100 resolutions have been received from local applicants, requesting that restorative work be performed by various Federal agencies. Most of these requests, involving a total estimated cost of slightly over \$20 million, have been

referred by our regional office to either the U.S. Army Corps of Engineers or to the Bureau of Reclamation, Department of the Interior.

Also, we have been advised by the State that there will be approximately 25 project applications under section 9, P. L. 89-769 (for projects under construction).

Section 2 bears a relationship to the Federal disaster assistance program administered by OEP. It authorizes funds "for temporary and permanent repairs and reconstruction of highway facilities not on any of the Federal-aid systems and for which no emergency funds are available under existing provisions of Federal law."

We would interpret "highway facilities" within the intent of the proposed bill to include public roads, streets, bridges, and low-water crossings. State and local roads damaged by a major disaster, as determined by the President, are eligible only for emergency repairs or temporary replacement under Public Law 875.

Section 2 would therefore authorize appropriations of not to exceed \$15 million to the State of California during the fiscal year ending June 30, 1969, and \$15 million for the fiscal year ending June 30, 1970, for (1) the repair or reconstruction of highway facilities not in the Federal-aid system, and (2) permit such repairs or reconstruction to be accomplished on a permanent basis, as distinguished from temporary repairs as now authorized by law.

Under Public Law 81-875 the Federal Government can pay the entire cost of temporary repair or replacement of all non-Federal-aid public roads which have been damaged in any declared disaster area or, at the option of the local authority, will make an in-lieu payment equal to the cost of such temporary repair or replacement. Thus, the local authority is able to apply the amount of the in-lieu payment against the actual cost of permanent repair or permanent reconstruction.

The remaining sections of the bill affect the programs of other Federal agencies. We defer to the views and recommendations of those agencies in their areas of technical competence.

Thank you very much for the opportunity to present our views on this bill. I shall try to answer any questions you may have.

Senator SPONG. Senator Murphy has offered amendments to his own bill that change its provisions in the following ways: The period covered to qualify for benefits would be changed from December 1968 and January and February of 1969 to the period from November 30, 1968, to June 1, 1969.

Do any of you have any comment on this proposed amendment?

Mr. RUSSELL. Well, I think that the date that we have declared is one that was established by the joint effort of the California State Disaster Office and our regional office. So I know of nothing except what might be revealed by further investigation that would establish a need to set an earlier date.

As far as extending the date to June, I don't know what Senator Murphy has in mind. It has been extended once, I believe, to reach the March 5 date, and if there is a need to extend it further, the conditions would determine the extending of the period to a later date.

Senator SPONG. He has expressed some fear that runoffs from the snow may cause additional damage.

Mr. RUSSELL. Well, that is a concern, and certainly if those runoffs do occur and the damage does ensue, it is going to be necessary to advance the date.

Senator SPONG. What is the process by which your agency receives funds for disaster relief?

Mr. RUSSELL. The President's Fund for Disasters was established, and from time to time appropriations add to it, as needed, for each fiscal year.

Senator SPONG. All right, sir. Thank you very much.

Do either Mr. Kendall or Mr. Gillis have anything to add?

Mr. KENDALL. No. Thank you, Mr. Chairman.

Mr. GILLIS. No. Thank you.

Senator SPONG. Mr. Jack Frost and Mr. M. M. Nelson from the Department of Agriculture.

Mr. NELSON. If you want to take Mr. Frost first, I have two others we want to sit at the table.

Senator SPONG. All right, we will hear from Mr. Frost.

STATEMENT OF JACK FROST, DIRECTOR, EMERGENCY LOANS, FARMERS HOME ADMINISTRATION, ACCOMPANIED BY HOWARD CAMPBELL, ASSISTANT GENERAL COUNSEL, DEPARTMENT OF AGRICULTURE

Mr. FROST. I have with me this morning Mr. Campbell, Assistant General Counsel for the Department of Agriculture. I have asked Mr. Campbell to join me wherever and whenever he will, both with regard to the prepared statement and in answering any questions you may have.

Senator SPONG. We are pleased to have you with us, Mr. Campbell.

Mr. FROST. Mr. Chairman and members of the subcommittee, we are glad to have this opportunity of discussing the Department's position about section 6 of S. 993.

As you know from the report you have already received, the Department does not recommend the enactment of this section.

Section 6 would authorize the Farmers Home Administration to make emergency loans in designated emergency loan counties in California to established farmers and ranchers who have suffered uncompensated loss or damage resulting from recent storms, floods, landslides, and high waters, without regard to their ability to get credit from other sources. These loans would be made to repair or restore their damaged property and to continue their normal farming or ranching operations. Section 6 would also authorize in connection with such loans in excess of \$500 the cancellation of up to \$2,500 or the forgiveness of interest to the extent of not to exceed \$2,500 over a period not to exceed 3 years. The amount of the cancellation or forgiveness would be determined by the amount of the applicant's damage above \$500 and the amount of the loan.

If the proposed legislation is enacted, the present "credit elsewhere" satutory eligibility requirement would be suspended through June 30, 1970. This means that until that time emergency loans would be made

to all otherwise eligible applicants in designated California counties without regard to their financial conditions. This would conflict directly with the fundamental principle of the emergency loan program that all types of Government loans should be restricted to applicants who are unable to obtain the credit they need from other sources. To do otherwise would result in competition with private lenders and a greatly increased emergency loan volume with an increased cost to the Government.

There are 15 currently designated emergency loan counties in California. These counties are Fresno, Inyo, Los Angeles, Madera, Merced, Monterey, Riverside, San Bernardino, San Joaquin, San Luis Obispo, San Diego, Santa Barbara, Stanislaus, Tulare, and Ventura. In addition we have received recommendations for the designation of Kern and Sacramento Counties. Also, it is expected that designations will be requested for Contra Costa, Kings, and Orange Counties. There has been no flood damage in San Diego County, which is one of the designated counties.

There has been considerable damage to farm real estate in other counties along streams and waterways. However, we have received very few loan applications. The explanation we have been given is that farmers in these counties own valuable real estate with relatively small debts. We are informed that it will not be necessary for many to rely on the Government for credit in this situation. Our field employees estimate that under present regulations approximately 269 farmers in these counties, except San Diego, would request emergency loans totaling \$4,045,000. However, if the "credit elsewhere" statutory eligibility requirement is suspended, they estimate that 2,570 farmers may apply for loans totaling \$32,305,000. These estimates represent the number of farms which have been damaged and the cost of repairing the damage and meeting operating expenses in continuing 1969 operations.

Our emergency loan policies are broad enough to met the needs of otherwise eligible farmers in California who are unable to obtain credit from other sources.

Mr. Chairman, this completes our statement. We will be glad to respond to any questions.

Senator SPONG. Senator Murphy has suggested another amendment to his bill. Under section 6, subsection 2, it says: "* * * shall in the case of a loan to a low-income individual * * *"

That language has been put in there, and then it goes on with the cancellation of up to \$2,500 and the waiver of the interest.

Do you have any comment on that, Mr. Frost?

Mr. CAMPBELL. From a hurried reading of the suggested amendment, it appears that it would, of course, reduce the amount of the loss to the emergency credit revolving fund, since the interest credit would not be available to those farmers and ranchers who got a loan, but who had an income level above low-income level.

It would not, as Mr. Frost's statement indicates, reduce the total drain on the emergency credit revolving fund, because even the larger income people would be eligible for the loans.

Senator SPONG. Would the suggested amendment alter your view at all with respect to the "credit elsewhere" requirement?

Mr. FROST. As we interpret it hurriedly here, it wouldn't affect the "credit elsewhere" phase at all, so it would not change the loanmaking nor the amount of money that would be required to make loans in the area. We are confident that it would not change the Department's position in objection to section 6 of the bill.

Senator SPONG. Thank you very much.

Mr. Nelson.

STATEMENT OF M. M. NELSON, DEPUTY CHIEF, FOREST SERVICE, ACCOMPANIED BY SIDNEY WEITZMAN, DIRECTOR, DIVISION OF FLOOD PREVENTION AND RIVER BASIN PROGRAMS (SURVEYS DIVISION), FOREST SERVICE; AND REYNOLDS FLORANCE, DIRECTOR, DIVISION OF LEGISLATIVE REPORTING AND LIAISON

Mr. NELSON. Mr. Chairman, I have with me Sid Weitzman, who is Director of our Division of Flood Prevention and River Basin Programs. On my right is Reynolds Florance, who is Director of our Division of Legislative Reporting and Liaison.

Mr. Chairman and members of the committee, I am pleased to be here before your committee to make a statement concerning the situation that gave rise to the proposed California Disaster Relief Act of 1969.

Starting in October and continuing through March, there has been unusually heavy precipitation in California, the Pacific Northwest, and the intermountain region. There are at least 15 critical days left when further severe storms could occur.

As I personally observed on the ground in California in February, damage to property and loss of life was severe from the January storms. During February further storms hit new areas in California as well as areas which suffered severe damage in January. Property damage, rainfall, and runoff resulting from the January and February storms in most watersheds exceeded anything of record in central and southern California. As a result of these storms, 37 of the 58 counties in California have been designated under the President's emergency declaration authority as disaster areas.

A feature of these storms which is extremely important is the unusually heavy amounts of snow that have accumulated. The snow accumulation is of or near record amount in the Sierra Nevada, Cascades, Bitterroot, and Salmon Mountains. Ten aerial survey markers for determining snow depth that are 16 feet high in the Sequoia National Forest, Calif., were completely buried. Our snow laboratory at Donner Summit in the Tahoe National Forest, Calif., reports a total snowfall of 44 feet now settled to about 18 feet or 220 inches. This snowpack contains an equivalent of 88 inches of water, which is 225 percent of normal on March 1.

Not only are snow accumulations high, but water content of the snow is also unusually high. Reports from 27 snow courses on the Kern River which heads in the Sequoia National Forest set records for water content. Measurement of precipitation from October to March in the Sequoia National Forest shows that it is 340 percent of normal.

The April-through-July snowmelt runoff for the Kern River system in the Sequoia National Forest is predicted to be 450 percent of normal.

On our barometer watersheds, which are specially selected and carefully indexed watersheds where we evaluate our land management programs, soil moisture is near saturation levels. Thus, further water storage opportunities in the soil profile are at a minimum. In general, most streams from national forests in the Sierra Nevada, Idaho and Utah mountains are expected to produce 150 to 250 percent of average runoff for the remainder of this spring runoff period.

The enormous snowpack has created a high avalanche hazard. It has limited the access to the national forests, made the protection of buildings and facilities difficult and endangered the safety of many people. At least seven persons have died in avalanches to date.

Also, we are greatly concerned because the snowline is low. Normal snowmelt has been delayed 5 to 15 days because of below-normal temperatures. If we have a combination of either warm days and nights or warm rains, we can expect high water. If this happens, damaging floodwaters could destroy repair work already underway and also do additional damage within the national forests as well as downstream. It could also have a serious effect on the supply of logs this spring.

We are already well aware that damage from the January-February storms was mostly in southern California. There was extensive stream channel erosion and deposition, extensive areas with slides, slumps and millions of tons of soil loss. We estimate that the following facilities on the national forest system in California has been damaged:

Two thousand nine hundred twenty-four miles of roads and 2,976 miles of trails, which are vital parts of the transportation system.

One hundred forty-nine campgrounds, with 1,184 camping units, in areas where recreation improvements are heavily used most all year.

Two dams were breached and several others damaged. The two lost were built to keep debris out of the Santa Barbara water system.

Administrative structures and utility systems lost or damaged are: 86 buildings, 48 water systems, one sewer system, 11 electrical systems, and one airport.

We also lost one of our Los Padres National Forest employees who was on a rescue mission which also took the lives of seven Boy Scouts and two adults.

We are continuing to collect data on storm damage as landslides continue and as we gain access to our areas.

Where damage consists of sections of washed-out roads and drainage structures, plus slides and slipouts, waste materials will have to be hauled long distances. This hauling must be done instead of dumping over road embankments to make sure that debris does not get into downstream reservoirs.

If not repaired, damage or potential damage to the national forest transportation system could affect the harvest of timber on many of the national forests, particularly in northern California, the Pacific

Northwest, Upper Columbia River watersheds, and other areas. It will also limit vehicle access for fire suppression purposes and will prevent use of over 100 campgrounds in southern California. We, of course, are moving ahead wherever possible within our present authorities to rebuild and open up roads and other facilities.

For example, after discussions and correspondence, Mr. Frank C. Turner, Director of Public Roads, Bureau of Public Roads, on March 14 indicated to the Chief of the Forest Service that funds would be made available to us for repair or reconstruction of damaged forest development roads under section 125 of title 23 U.S.C. Actual transfer of funds will take place after BPR reviews our estimates of costs and supporting data. These additional funds will have no effect on our regular authorized road projects. This is very important at this point because the regular road program is critical to the national shortage of lumber and plywood.

Because of the relief which section 3(a) would afford timber purchasers for restoration of damaged roads, we canvassed our field people to determine the existing situation as affected by the events of these storms. In view of the heavy precipitation which has occurred in areas outside California, we did not limit our inquiry to that State. Our field people are not aware [not aware] of any significant damage to purchaser-built roads or development facilities at this time.

However, most sale areas and related purchaser road construction is under snow, making it impossible to determine the extent of any damage now existing. While we are certain that damage in disaster magnitude does not now exist, we are aware of the potential damage which might occur if either warm weather or warm rains would cause rapid runoffs from the heavy snowpacks.

Following the damaging storms of 1964-65, we revised our timber sale contract form to take care of abnormal road damage in situations such as this. However, the Forest Service still has over 900 timber sale contracts in force at this time which do not take care of this abnormal damage situation. Roads have been built or are to be built under these contracts.

As I said earlier, we do not have any specific details as to damage on purchaser-built road construction at this time. All we can do is surmise present damage and anticipate future damage.

We are strongly interested in authority to shorten advertising periods of sale offerings where natural disaster strikes. Such authority would be useful in minimizing loss in deterioration of damaged timber and in preventing insect epidemics. It also would be useful in preventing economic stress and unemployment in communities where processing plants are cut off from log supplies because of natural disasters. At this time of short supply of lumber it is important to keep mills producing at maximum capacity.

I would now like to talk, Mr. Chairman, about the relation of the upland areas, where most of the National Forest lands are, to the downstream areas. The Los Angeles River Flood Control project, established under the 1944 Flood Control Act, demonstrated an effectiveness that could be extended to other situations and problem areas. In

comparison with heavily damaged areas nearby, the Los Angeles River project was remarkably successful in having limited damage.

Several types of measures have been undertaken in this project to limit damage. There has been a higher level of fire protection, including intensive preplanning for control of a fire once it starts, in the project area than in adjacent areas. Small structures in stream channels in conjunction with other stabilization measures in critical areas have been installed.

The San Gabriel Mountains, which are between the Los Angeles urban area and the desert, form the headwaters for this project. These mountains have unusually steep slopes, and the soil is treacherously unstable. Even during the long dry season soils are constantly moving down slopes and filling dry channels. Tons of this gravel accumulate waiting for the rush of winter runoff to move downstream. Most of the soils in the San Gabriel Mountains have a quality that makes them repel water to some degree. Wildfires intensify this and cause a water-repellent layer of soil about 2 inches below the surface. After a wildfire the top 2 inches of soil are left unprotected and ready to wash down-slope in giant sluices of mud.

The evaluation job is still in progress. But damage to urban areas from the phenomenal winter storms was far less below project installations in comparison to damage in nearby unprotected areas. For example, there was extremely heavy damage in the San Gabriel watershed. This watershed is located adjacent to the Los Angeles River watershed, where topography is similar and rainfall and weather conditions were identical. Both the Los Angeles and San Gabriel Rivers have headwaters in the San Gabriel Mountains.

There is no overall current program in the Department of Agriculture that deals effectively with protecting urban areas from serious flooding and mud slides under conditions such as are found in the watersheds of southern California.

The Forest Service has carried out extensive research in many of these problems we are discussing today. For example, floods and fire have been dominant incentives for research at San Dimas Experimental Forest near Glendora, Calif. These disasters are closely tied to soil, water, and plant relationships. One of our first objectives has been to learn the best management practices for reducing damages to nearby communities.

Studies have shown that detergents are at least partially effective in overcoming the water repellency in these soils that I mentioned earlier. Some of the better known methods of preventing flooding after fire, such as grass seeding and contour trenching, have produced good to spotty results in the San Gabriel Mountains.

Other research at San Dimas has been concerned with the role of vegetation in controlling fire. Discovery of plant species exhibiting some measure of fire resistance that will adapt to the rigors of the semiarid southern California climate have been the object of intensive worldwide search for over 30 years. Such species, both tree and shrub, have been identified, and conversion to these species has been undertaken on an experimental basis.

Fuel-break systems have been developed by converting heavy brush to light-volume fuel, such as grass at strategic intervals. Other plants that have been reported to be fire resistant or slow burning have been tested as permanent replacement for inflammable brush in these fuel-break zones. Some of this knowledge has been or will be applied in the job of rebuilding and protecting these very important watersheds in southern California.

Mr. Chairman, that completes my statement. I have a few pictures here. If you have time, I would like to show these to you and go into this a little more.

Senator SPONG. All right, sir.

Mr. NELSON. The picture before you shows the relationship of the mountain watersheds to the urban areas below. (Fig. 1.) A few orchards there indicate that this was agricultural land at one time. It is rapidly changing to an urban situation.

The mountains behind this community were burned over this last year, and much of the heavy damage is in the urban area shown in the picture. This is in the community of Glendora.

We have two pictures that would indicate a little of that damage. This picture is a blowup of one section of the first picture. (Fig. 2.) You can see where the mud has come down through those very expensive homes. Some of the homes were filled halfway with mud. Some of the members of the House Public Works Committee were out there and walked directly from the mudflow onto the roof of one house.

Here is another picture of the mud that has come down into the home, not an expensive home in this case, but certainly that family with their belongings piled out in front have suffered tremendous damage. (Fig. 3.)

Senator SPONG. Thank you very much, Mr. Nelson.

You heard me earlier, when Mr. Russell was testifying, make reference to the amendment proposed by Senator Murphy, which would extend the time, I believe, to June 1 of this year.

Would you care to comment on that? Some of your testimony has related to the possibility.

Mr. NELSON. Yes. For some of the parts of the bill that would relate to our forest work, we think that extending the period would be very desirable.

As I indicated in my testimony, we have this tremendously heavy snowpack with very substantial water content, and we feel that much of the potential for damage is yet to come, as far as the national forests are concerned.

It depends upon what the weather turns out to be this spring. If we do have the warm rains or a period of warm days and nights, it could cause some real serious flooding yet this spring.

Senator SPONG. Thank you very much.

Mr. Weitzman and Mr. Florance, do you have anything to say?

Mr. NELSON. I have a set of pictures here. If the committee would like to have them, we would be glad to leave them.

Senator SPONG. We would like to include your photographs in the record.

(The photographs referred to follow:)



FIGURE 1. The Glendora, California area. An example of the mountain-urban relationship. Mud flows moving downstream from mountain lands with inadequate cover did great damage.



FIGURE 2. Mud and debris being removed from Rainbow Drive residential area,



FIGURE 3. Damage from mud and rocks to the Richardson residence, long time residents on Richardson's Hill, Glendora, California. Three to four feet of debris was deposited in and around the building.

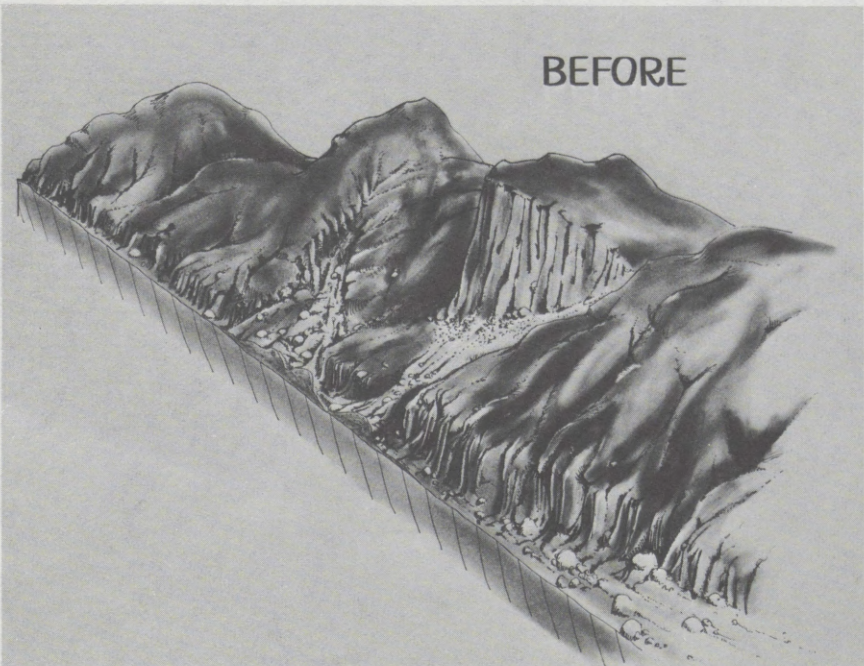


FIGURE 4. A cross section of a mountain stream channel before erosion stabilization work. Each storm causes undercutting of steep side slopes. The soil, rocks, and debris is then flushed downstream into debris basins, reservoirs or developed areas.

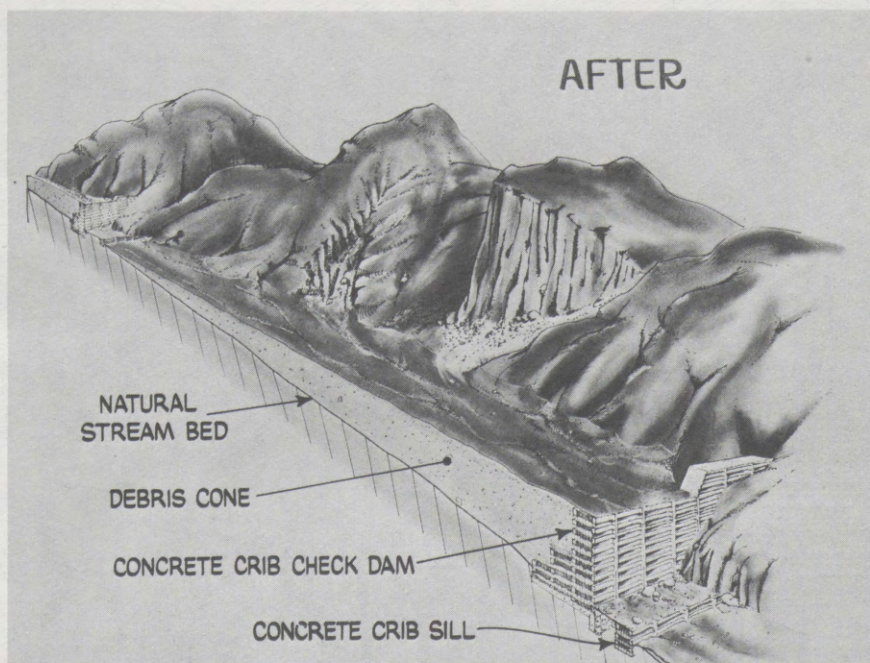


FIGURE 5. Concrete crib check dam installed in a mountain stream channel for stabilizing stream beds and sides as well as trapping debris.

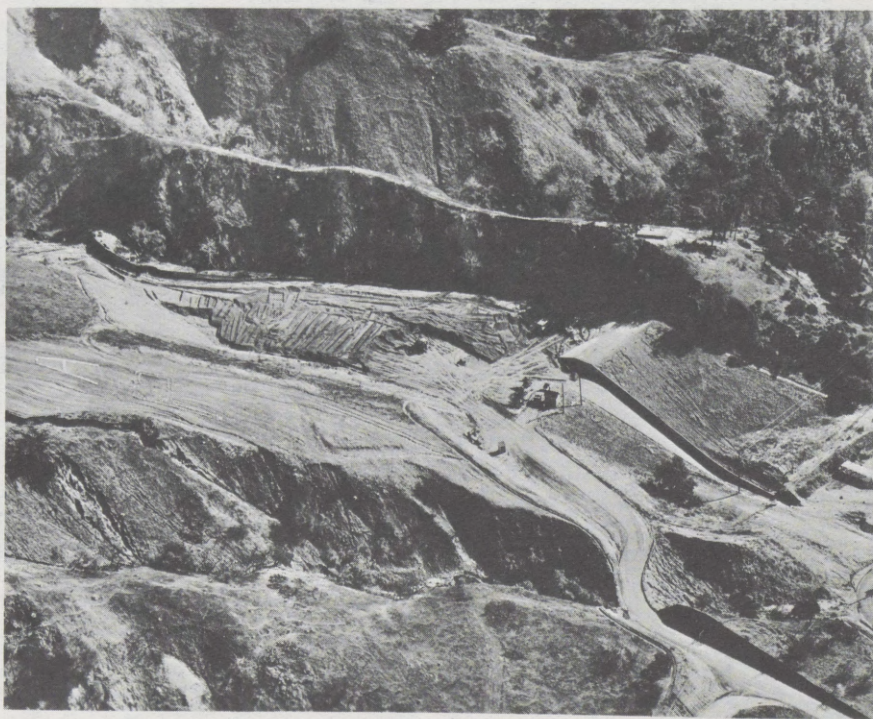


FIGURE 6. Los Angeles County teams removing debris from the completely filled Hook Canyon Debris Basin, after the January 1969 storms.



FIGURE 7. Stream stabilization structure limits damage during a storm runoff period. Angeles National Forest, California.

Senator SPONG. Mr. Maloney?

STATEMENT OF MARTIN F. MALONEY, DEPUTY DIRECTOR FOR ENGINEERING, BUREAU OF PUBLIC ROADS, FEDERAL HIGHWAY ADMINISTRATION; ACCOMPANIED BY RICHARD S. SALZMAN, ASSISTANT CHIEF COUNSEL, FEDERAL HIGHWAY ADMINISTRATION

Mr. MALONEY. Mr. Chairman, I have asked Mr. Salzman from our General Counsel's office to accompany me.

Senator SPONG. We are glad to have you, Mr. Salzman.

Mr. MALONEY. Mr. Chairman and members of the subcommittee, I am Martin F. Maloney, Deputy Director for Engineering, Office of Engineering and Operations of the Bureau of Public Roads, and I thank you for the opportunity to testify today with respect to S. 993. This bill would provide assistance to the State of California for the reconstruction of roads damaged by recent storms, floods, landslides, and high waters.

As you are well aware, Mr. Chairman, the loss of life and property in California is a matter of grave concern. From our own field reports, we estimate damage to Federal-aid highway system facilities and to

Federal public roads and trails to be \$56 million. The additional damage to roads and highways off those systems is some \$41 million at last count.

Financing for the repair of these highways is now authorized from two sources. Sections 120 and 125 of title 23 of the United States Code provide emergency relief funds for the repair or reconstruction of highways on the Federal-aid systems and for Federal public roads and trails. These provisions come into play when damage results either from a natural disaster occurring over a wide area or a catastrophic failure from any cause. Funds to repair the road damage caused by the floods in question are available from this source. We now estimate that there will be more than sufficient funds to cover the necessary work authorized by this section.

Senator SPONG. May I interrupt you here, Mr. Maloney?

Are these the funds to which Mr. Russell had reference when he testified earlier?

Mr. MALONEY. This morning's testimony from the Forest Service? Senator SPONG. It was from the Office of Emergency Preparedness.

Mr. MALONEY. Mr. Russell's reference was to the Public Law 81-875 funds, which are not a part of these funds, no, sir.

Moreover, under section 120(f) of title 23, United States Code, as amended by the Federal-Aid Highway Act of 1968, the Federal Government can bear 100 percent of the cost of replacing the damaged highways and structures on the Federal-aid system with comparable facilities, if this is found to be in the public interest.

In view of the magnitude of the California destruction, Mr. F. C. Turner, now Federal Highway Administrator—in his then capacity as Director of Public Roads—has already determined that the Federal Government will pay 100 percent of these replacement costs. A copy of Mr. Turner's letter of March 14, 1969, informing Governor Reagan of the decision, is appended for your information.

(The letter referred to follows:)

MARCH 14, 1969.

HON. RONALD REAGAN,
Governor of California,
Sacramento, Calif.

DEAR GOVERNOR REAGAN: As requested, I concur in your proclamation of January 30, 1969, that an emergency exists throughout the State of California except for San Diego, Imperial, Modoc, Lassen, Nevada, Placer and El Dorado Counties as a result of recent and continuing storm and flood conditions. Our engineers working closely with your Division of Highways confirm that serious damage exists to highways on the Federal-aid systems due to storms and flooding beginning January 17 and continuing through February.

For the reasons listed in the Division of Highways letter of February 21, I find it to be in the public interest for the Federal share of projects for repair or reconstruction to be 100 percent of the costs thereof as provided by Sections 120(f) and 125 of Title 23 USC as amended.

The California Division of Highways is being advised of this concurrence through regular channels.

Sincerely yours,

F. C. TURNER,
Director of Public Roads.

In addition, the Bureau of Public Roads, in cooperation with the Forest Service, has already placed into effect simplified procedures to insure the expeditious repair of forest roads and trails in the disaster

areas, with 100 percent financing under the provisions of title 23, United States Code.

A second source of assistance is the Federal Disaster Act, Public Law 81-875, on which Mr. Russell testified (42 U.S.C. 1855). This legislation provides for "emergency repairs" of and "temporary replacements" for essential public facilities. We anticipate that funds under this act will be available from the Office of Emergency Preparedness to make repairs to highways and roads off the Federal system.

The bill presently before you, however, would make a significant departure from the congressional policy embodied in the Disaster Act. Section 2 of the bill would authorize \$30 million in additional Federal funds for the permanent repair and reconstruction of highway facilities off the Federal-aid systems. The Disaster Act, as we noted, authorizes only temporary repairs.

We oppose this change in policy for two reasons.

First, as we have discussed, the Federal Government is already committed to providing 100-percent financing for highway construction and repairs in the California disaster areas on highways with direct Federal involvement. Upwards of \$50 million are estimated to be involved in these emergency programs. In addition, there are the millions of dollars available from the Office of Emergency Preparedness for temporary assistance in restoring local streets. While permanent repairs to local streets and highways may be needed eventually, the Disaster Act will provide necessary temporary relief until State and local resources can be provided for this purpose.

Secondly, these local roads are routed, designed, and constructed entirely by the State and local governments to fit local standards and needs. We think it would be an unwise precedent to commit the use of Federal funds for permanent highway construction undertaken on this basis. We believe the Disaster Act's policy of only temporary repairs for road projects outside the Federal-aid program, outside Federal systems, to be a sound one. We would not favor a departure from that long-standing policy.

To conclude, let me state that we recognize the magnitude of California's problems and are prepared to provide substantial financial assistance to that State. We must, however, recommend against enactment of this measure for the particular reasons I have outlined.

Thank you very much for your attention.

Senator SPONG. Thank you very much, Mr. Maloney.

I might say these questions are asked in behalf of Senator Murphy, and we appreciate your responses.

Would you still be opposed to section 2 of S. 993 if the State of California were required to match any Federal funds?

Mr. MALONEY. Yes. I think we are opposed to the principle of taking Federal funds off of the Federal-Aid Highway System and those other roads which are a Federal road responsibility, and putting Federal assistance into purely local roads. Section 120, as it was amended in the 1968 act, has given us the opportunity of going above the usual matching ratio on Federal Highway System roads up to 100 percent, and that move we have made in California. The \$56 million estimate, re-

ported in our testimony as damage to Federal-aid highway facilities and to other Federal roads and trails, includes \$32 million damage to highways in California which are on the Federal-aid primary and secondary systems. With the normal matching ratio in California on Federal-aid projects, the State pays 41 percent and the Federal Government pays 59 percent. The State therefore would have been required to provide \$13 million or more in matching money for reconstruction work on these systems if the usual matching ratio had not been changed by the Director of Public Roads in his finding of public interest. Since the Federal share on these highways has been increased, it is our position that we should not be giving additional Federal funds for work on highways off the Federal-Aid System.

Senator SPONG. Would you favor Federal Government assistance for the permanent repair of roads not in the Federal system if this were authorized by an amendment to Public Law 81-875?

Mr. MALONEY. I am sorry. I didn't understand that.

Senator SPONG. Would you favor Federal Government assistance for the permanent repair of roads not in the Federal system if this were authorized by an amendment to Public Law 81-875?

Now, I think the purpose of Senator Murphy's question is to determine your attitude toward an amendment to the 81-875 Federal Disaster Act to provide for the use of permanent repair of roads not in the Federal system.

Mr. MALONEY. So far as I can give an answer now, the answer would be no, we would not favor that amendment. I don't make those decisions. If that amendment were offered, that decision would be made by others. The answer would be no, so far as I can give it now.

Senator SPONG. I would assume that if Senator Murphy does offer this amendment, we would ask for a further opinion from the Bureau of Public Roads.

Mr. MALONEY. Yes, sir.

Senator SPONG. On page 4 of your statement, at the end of the first paragraph, you state that the Disaster Act will provide necessary temporary relief until State and local resources can be provided for this purpose.

It is our information that only \$8 million thus far has been provided for this purpose. Has any of this been spent for roads and highways?

Mr. MALONEY. I can't respond to that, Mr. Chairman, because I don't know what those funds covered. I heard the testimony of \$8 million this morning. In an estimate that I saw recently, prepared by Mr. Moe of the California Department of Public Works, his off-system estimate shows a potential of \$13 million of Federal assistance in a total program including State and local funds of about twice that amount, \$24 million.

I can't answer how much of this \$8 million was on roads and how much was for other emergency repair by the Office of Emergency Preparedness. I just don't know. That program operates entirely under that Office. We work with them. We give them full assistance in estimating highway damages, but it is their program, and I don't have that answer.

Senator SPONG. Thank you very much, Mr. Maloney.

Mr. Salzman, do you have anything to add?

Mr. SALZMAN. No, sir.

Senator SPONG. Thank you for your presentation.

Mr. Rogerson.

STATEMENT OF HOWARD ROGERSON, DEPUTY ASSOCIATE ADMINISTRATOR, FINANCIAL ASSISTANCE, ACCOMPANIED BY CLARENCE COWLES, DIRECTOR, DISASTER LOANS

Mr. ROGERSON. Senator, I have Mr. Clarence Cowles with me this morning, who is the Director of our Office of Disaster Loans at the Small Business Administration.

Mr. Cowles has had over 30 years of disaster loan experience both with SBA and its predecessor agencies.

I have a short prepared statement, which I would like to read for the record.

You have asked to hear testimony on behalf of the Small Business Administration on S. 993 for the rehabilitation of those areas of the State of California which have been ravaged by storms, floods, landslides, and high waters during December 1968 and January and February of this year.

Of particular concern to SBA are the provisions of section 5 of the bill, prescribing the manner in which the disaster loan program, embodied in section 7(b)(1) of the Small Business Act, is to be administered for the benefit of persons whose property has been destroyed or damaged in the prescribed disasters. In this connection, the subject bill would introduce three special features, each of which is objectionable to SBA.

The first of these is a "forgiveness" feature, applicable to that part of any loan in excess of \$500. At his option, the borrower could obtain (1) a cancellation of the principal, up to a maximum of \$2,500; or (2) a waiver of interest due on the loan, in a total amount of not more than \$2,500, over a period of not to exceed 3 years.

Only once in the long history of the SBA disaster loan program and of its predecessor agency has such a concession been granted to borrowers. This solitary exception is to be found in the legislation (Public Law 89-339) enacted in 1965 to assist the victims of Hurricane Betsy. Such a departure from the norm was justified by the fact that the great majority of the Betsy borrowers were persons living close to the poverty level. To my knowledge at least, such dire need does not exist in the instant case.

The second objectionable feature to which I refer is a provision allowing loans to be made "without regard to whether the required financial assistance is otherwise available from private sources." In other words, the benefits of the disaster loan program, an emergency measure conducted at substantial loss to the Government to help those who cannot help themselves, would be made available to those who have no need to rely on Federal credit.

We feel that the agency should have discretion in this matter so as to screen out those who have no reasonable need for disaster loan assistance from the Federal Government.

The third objectionable feature is that during the first 3 years of the term of a loan, the borrower could obtain a waiver of interest payments and a deferral of principal payments. In contrast to the first waiver provision, discussed above, there would be no dollar limitation. It is hardly necessary to add, in view of what I have already said, that I can see no justification for this proposal.

About a year ago, regulations were issued to improve overall disaster program management and to focus the disaster loans on those most in need. The regulations were intended to assure that the benefits of this subsidy program reach those disaster victims who are in greatest need of recovery assistance. Those capable of financing their own recovery without Government assistance are expected to do so. This is the program that we have in California today. It will serve those who cannot help themselves, and can, therefore, provide significant relief.

As of today we have declared seven counties as disaster areas, and as our declarations cover adjacent counties, there are 30 counties where disaster loan assistance is available from SBA. The original declaration was made on January 21, 1969, and the latest on March 3, 1969. In addition to our regular regional offices at Los Angeles, San Diego, and San Francisco, we have operated in 15 other locations so as to eliminate long travel by disaster victims.

The President has also declared a major disaster in 37 counties, making economic injury-type loans to small businesses available from the Small Business Administration in addition to the physical injury assistance that is available by virtue of the SBA declaration.

Through March 20, 1969, in the State of California, the Small Business Administration has interviewed 4,456 disaster victims and given out 3,283 applications. We have accepted 456 home loan applications for \$2,733,308 and 109 business loan applications for \$2,486,640. Of the loans processed, we have approved 193 home loans for \$1,016,219 and 24 business loans for \$130,800. Thirty-four home loans have been declined, totaling \$92,285, and 13 business loans declined, for \$407,600. There have been five applications withdrawn.

That is the end of our prepared statement. If you have questions, we will be happy to try to respond.

Senator SPONG. I have a lengthy one here on which I would like you and Mr. Cowles to comment.

S. 993 as printed recommends a "forgiveness" of \$2,500 in principal repayments or the same amount in interest payments over a period not to exceed 3 years, maintains the 3-percent interest rate for all applicants who qualify for a loan, and rescinds the SBA regulation requiring a person to apply for a loan through a private source and obtain an SBA loan only if refused.

On Tuesday, Senator Murphy recommended that this be changed so that the \$2,500 "forgiveness" and 3 percent interest would only apply to low-income persons, as defined by the Administrator of the SBA; that all other persons receiving loans pay the average annual interest rate on all interest-bearing obligations of the United States having maturities of 20 years or more; that a person may be eligible irrespective of his ability to obtain a loan through a lending institution, and irrespective of his personal income or assets.

Would you gentlemen comment on this proposal?

Mr. ROGERSON. Yes, sir. Fortunately, we have seen, I think, what you are referring to, sir, just a few minutes ago, and we have been discussing it prior to our appearing.

I think the agency would still object to providing disaster loan assistance to people who do not need it, which would be one feature of even the amendment, particularly with respect to the availability of cash or marketable securities to take care of their own disaster damage.

As I said in the prepared statement, we think the agency should have the flexibility to make this kind of determination when a loan application is made and where personal assets are revealed. We can make a judgment as to the availability of private credit and the ability of this particular individual to either handle it himself or to pay prevailing interest rates through normal commercial sources.

Now, with respect to the forgiveness and interest rate waiver provisions, these certainly, in the amendment, have been greatly restricted over the provisions in the printed bill.

Furthermore, it is, even with respect to low-income people, more restrictive than in the printed bill.

There is an election between cancellation of principal or waiver of interest, and there is not the additional interest waiver provision that is provided in the printed bill.

Certainly this is, with respect to low-income people, less objectionable from the agency's standpoint. I feel the agency would still object.

When we testified on the Southeastern Disaster Relief Act, I think it was called, the Hurricane Betsy bill, with similar provisions, we favored the legislation with considerable reservation, hoping this was the last time the Federal Government had to approach disaster relief in this manner.

I personally think when you start mixing a program of grants with a program of loans that the grant aspects rub off on the loan, and provides an agency like SBA with considerable difficulty in administering a program and collecting the loan.

Just to repeat, it is certainly less objectionable. We have felt strongly that our current disaster loan interest rate of 3 percent contained in our statute—the statutory maximum—is out of line with reality today. When this interest rate was provided in the statute, the cost of money to the Government was about 11½ percent. Today, I believe that the cost of money on obligations of this maturity, the 20- to 30-year range, which is our disaster loan range, would be 51½ percent.

So I personally would favor that aspect of the bill, increasing for the general public the interest rate to 5½, or according to the formula provided in the legislation.

As a personal matter, perhaps the lower interest rate to low-income individuals is a feature that we would have no great objection to. However, adding on top of that the forgiveness and interest waiver provisions, I think, again would still be objectionable to the agency.

Senator SPONG. Your comments are responsive to the inquiry. Still, I would offer you the opportunity, in light of the fact that the amendment has been introduced, to submit a modified statement if you so

desire, bearing in mind this suggested amendment. I think it would be very helpful to the subcommittee.

Mr. Cowles, do you have anything to add to what Mr. Rogerson has said?

Mr. COWLES. I think he has stated pretty well my position with respect to it, Senator. I have nothing to add.

Senator SPONG. Thank you, we appreciate your testimony here this morning.

The subcommittee is in recess until the call of the chairman.

(Whereupon, at 11:10 a.m. the subcommittee recessed, to reconvene at the call of the Chair.)



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