



COMMONWEALTH OF KENTUCKY
OFFICE OF THE GOVERNOR

Andy Beshear
GOVERNOR

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August 19, 2021

The Honorable Joseph R. Biden, Jr.
President of the United States
The White House
1600
Pennsylvania Avenue, NW
Washington, D. C. 20502-0001

Through: Gracia B. Szczech
Regional Administrator
Federal Emergency Management Agency Region IV
3005 Chamblee Tucker Road
Atlanta, GA 30341

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (Stafford Act), as implemented by 44 C.F.R. § 206.36, I request that you declare a major disaster for the Commonwealth of Kentucky in regards for a severe storm cell that caused extensive and deadly flash flooding in Nicholas County on July 29 and 30, 2021. In a two-hour period, Nicholas County and particularly the City of Carlisle received rainfall that exceed six inches per hour. At During this event the rainfall deluge exceed the One Thousand Year return rate.

The rapid accumulation of this intense rain forced Brushy Fork Creek out of its banks. In the City of Carlisle, a town of 1,700 citizens, the resulting flash flooding severely impacted 88 homes, the city's waste water treatment plant, fire station, city garage, and 29 businesses.

**See Attachment 1 NOAA Summary for Kentucky Flash Flooding & Damaging Winds
Dates: July 29-30, 2021
Weather Summary Nicholas County City of Carlisle**

States of Emergency

The Commonwealth's State Emergency Operations Center was activated on July 30, 2021, in response to the heavy rain and flash flooding, as authorized by Kentucky Revised Statutes 39A.050 and 39A.240. I issued a State of Emergency Order on August 3, 2021, which was filed with the Kentucky Secretary of State's office.

States of Emergency were also issued by Nicholas, Powell, and Lewis counties.

**See Attachment 2 States of Emergency – Commonwealth of Kentucky, Nicholas County
Kentucky Revised Statutes Authorities**

The Event

Beginning around 11:20 pm on July 29, 2021, and continuing through 1:10 am July 30, Nicholas County, KY, over a 2-hour period, received a torrential downpour of rain. Two (2) recording rain gauges within a mile of downtown Carlisle measured in excess of 4 inches of rain in 110 minutes, which is roughly the normal amount of rainfall for all of July. Between 12:20 am and 12:30 am rainfall was recorded at a rate exceeding 6" per hour. The rate of rainfall is considered by NOAA to exceed the 1 Thousand Year rate for Nicholas County.

The runoff sent Brushy Fork Creek out of its banks. Brushy Fork Creek is in the drainage basin of the South Fork of the Licking River. The creek constitutes the southernmost border of the City of Carlisle. Flooding was reported in 11 counties and the counties of Rowan, Powell, and Bath all reported gauge measurements in excess of four (4) inches. Subsequent responses included numerous closed roads due to high water and search and rescue missions. In Carlisle, flood waters inflicted damages to over 100 homes, public properties, and businesses.

See Attachment 3 News Articles

See Attachment 4 Photographs

Response Efforts

State Response

The State Emergency Operations Center (SEOC) began monitoring the event on July 29, and increased activation on July 30, 20.21, at which time several Emergency Support Function partners were deployed to render aid and resources.

The Kentucky Division of Emergency Management (KYEM) conducted response activities from the State's Emergency Operations Center (SEOC) and through its Area Managers, on July 30. Area Managers provided assistance to Nicholas County and the City of Carlisle with assessing damages and locating response resources.

The SEOC coordinated numerous resource requests from local officials. Requests included use of the Carlisle National Guard Armory for sheltering of displaced citizens. The city suffered extensive damage to its waste water system, fire response units, ambulances, and garbage trucks. The SEOC coordinated mutual aid support from other local governments for use of vehicles and the Kentucky Transportation Cabinet send heavy equipment used to clear streets and move debris. The cabinet also delivered supplies from Frankfort to Carlisle.

The Kentucky National Guard opened the Carlisle Armory for use as a shelter. The armory was also transformed into a donation management center. Donations delivered to the armory were sorted by National Guard soldiers and volunteers; then transported to a distribution center in downtown Carlisle.

The state also provided requested supplies and assisted with the restoration efforts of the city waste water system.

The state organized a two-day multi-agency resource center in Nicholas County on August 6 and 7. This event had representative from over 10 state agencies that could provide assistance and information to impacted citizens. Among the participating agencies were the Department of Insurance, the Division of Water, the Division of Vital Statistics, the Revenue Cabinet, the Governor's Office, Division for Behavioral Health, Economic Development Cabinet, and the Kentucky Housing Authority.

Local Response Efforts

For an extended period of time, local emergency management agencies were fully engaged with the protection of citizens and property. All city departments: Police, Water, Gas, Administration, and the 911 were activated and deployed. City resources were overwhelmed with conducting search and rescues. Efforts were hampered, as the city's heavy equipment and vehicles were

rendered inoperable by flood waters. Responders were endangered in their rescue efforts; with two (2) responders becoming injured during entry into a flooded structure. Nicholas County deployed assets to assist the city from the County's Fire Service, Rescue Squad, Sheriff's Office, Road Department, EMS, and the Road Department. The county's Judge/Executive became actively involved in coordinating assets with the Carlisle mayor. The Nicholas School District provided space for the Multi-Agency Recovery Center.

Volunteer Responses

Kentucky Voluntary Organizations Active in Disasters (KYVOAD)

The response of voluntary agencies in the City of Carlisle was tremendous. On the morning of July 30, coordination calls were held involving the following: Kentucky Emergency Management, Southern Baptist Disaster Relief, United Methodist Church, Christian Appalachian Project, American Red Cross, The Salvation Army, Team Rubicon, and the Appalachian Service Project.

American Red Cross

The American Red Cross (ARC) was immediately poised to provide congregate sheltering at the Carlisle National Guard Armory. As the event unfolded, displaced families were housed by family, friends, and church members. Although the Armory was not used as a shelter, its shower facilities remained in use for over a week. The Red Cross opened 53 cases and to date has served 150 clients. Fifteen families continue to receive emotional and mental health support.

Self-Deployed Volunteers

In the three (3) days following the event, it is estimated that approximately 450 volunteers provided 5,500 hours of service. The primary focus of these volunteers was the removal of debris from inside of the flood-damaged residences and businesses and the cleaning and sanitizing of the structures.

Church Groups

Thirty Amish/Mennonite volunteers focused efforts on the city's fire station which had received over four feet of water. These volunteers helped to muck out the facility and remove all water-damaged drywall. After concluding work at the fire station they returned to Carlisle to focus on debris removal and cleanouts in other areas.

Independent Christian Churches provided clean teams on two (2) weekends. They are also building, on site, sheds for homeowners to use for storage of salvaged personal items. Twenty volunteers will build 40 sheds over three weekends.

Donations

Two (2) facilities were established to receive and distribute donations. The new Carlisle National Armory was used as a reception center for donations. Donations were received daily and sorted by eight (8) volunteers. Once sorted National Guard soldiers transported the donations to the distribution center located in the former armory in downtown Carlisle. In addition to the Nation Guard, volunteers were provided by the UK Extension Service and the Community Action Agency.

Long Term Recovery

Kentucky Voluntary Organizations Active in Disasters (KYVOAD) is now turning its focus to long term recovery for Carlisle. The first meeting was held on August 9 and included with the Nicholas County Ministerial Association.

Disaster Event Damages to Utilities

Both Nicholas County and the City of Carlisle reported power outages and interruptions that lasted 3 days. The most serious damage to utilities was sustained by the city's waste water treatment plant. There were components of the plant that became submerged causing systems to short out and the system to totally fail. This treatment shut down resulted in a direct discharge into the Brushy Fork Creek. Partial restoration has been achieved, however some replacement parts are not expected to arrive for several months.

Preliminary Damage Assessments

Individuals and Households Assistance Program (IA)

Given the overwhelming number of households that were severely impacted by this event, local Preliminary Damage Assessments initially focused on damages to homes and businesses. Local officials conducted 92 Preliminary Damage Assessments of residences and reported:

Destroyed	11
Major	53
Minor	22
Affected	6

On August 3, 2021, an initial request for IA Joint Preliminary Damage Assessment (JPDA) was submitted to FEMA for the Nicholas County. The assessments were conducted on August 6, 2021. On September 6, the Small Business Administration conducted damage assessments in Carlisle. There were 88 homes and 31 businesses assessed.

FEMA assessed and validated 88 impacted homes. Of those assessed, 54 were determined to be destroyed or have major damage. The majority of the homeowners are low income. Thirty-one percent of the damaged homes are manufactured and only 11.5% were insured.

Of the homes surveyed, 31 are in Flood Zone A with no base elevation flood determination. Fifty-seven homes are in Flood Zone X and no in the annual chance floodplain. These homes are not required to have flood insurance. Very few homeowners have flood policies according to data from the National Flood Insurance Program. In this event, four homeowners were found to have flood insurance policies.

While there is no doubt that the volunteer community performed tremendous work in response to this event, however the impacted citizens still have many unmet needs. Displaced citizens continue to shelter with friends, families, and church members. Many households have lost all personal belongings, furniture, appliances, and transportation.

Public Assistance Program

The City of Carlisle and the counties of Nicholas and Lewis Counties conducted preliminary damage assessments which were submitted to KYEM. KYEM also gathered damage data from The Kentucky Transportation Cabinet and the Kentucky Department of Parks.

The state's threshold for the Public Assistance Program is \$6,726,019. Both the City of Carlisle and Nicholas County did experience significant damages to critical equipment, however both entities have broad insurance coverage. Uninsured damages reported to and verified by KYEM are approximately \$3,875,013. At this time, the state threshold has not been met and as such the state will not request a Joint Preliminary Damage Assessment or request that the Public Assistance Program be activated.

See Enclosures A and B

See Attachment 5 SBA Survey Recap

Disaster History of Impacted Areas

Kentucky averages approximately 2.5 disasters per year; making it the one of the most disaster-prone states in the nation. Kentucky's unique topography, being surrounded on three (3) borders by major rivers, and having more navigable miles of waterways than any other state in the continental United States, causes Kentucky to be extremely susceptible to flooding. In eastern Kentucky, the flood danger is largely flash flooding; while in western Kentucky, riverine flooding is the typical threat.

Nicholas County, most recently was included in DR-4592 which was declared this year for damages sustained from a severe winter storm which produced a significant amount of ice. The storm created a great deal of vegetative debris in the county.

Since 2009, the Commonwealth has supported local recovery efforts by providing more than \$150 million (12%) toward the applicant match requirement for both the Public Assistance and Hazard Mitigation programs.

In addition to the recent declaration event, Kentucky has experienced numerous localized severe weather events. Since 2019, the State Emergency Operations Center has activated on 138 different occasions. Activations were initiated for events such as severe storms, tornadoes, ice, flash floods, hazardous materials release, water emergencies, civil unrest, COVID-19 Pandemic, and large crowd events (i.e. Thunder Over Louisville, Kentucky Derby, NASCAR).

Earlier this year, I requested two (2) major disaster declarations for a severe winter storm system in February that struck Kentucky and also a flooding event which occurred in February and March. There were 45 counties declared in the flood event; DR-4592. There were 44 counties declared in the severe winter storm; DR-4592. Nicholas County was declared for DR-4592.

Hazard Mitigation Efforts

According to the Pew Charitable Trust, Kentucky has a return on mitigation investment at a rate of \$6.59; making it one of the most effective mitigation programs in the nation. Since 2009, Kentucky has received approximately \$179 million in FEMA mitigation awards, which will generate a loss prevention savings of over \$1 billion.

Nicholas County does have a FEMA-approved hazard mitigation plan. The Commonwealth's plan update was approved in 2018. Kentucky is one of only 14 FEMA-designated enhanced mitigation programs.

The impacted area of Carlisle has not experienced this type of flooding previously, however it is probable that may be a reoccurrence given the changing climate. The Carlisle mayor has notified KYEM that mitigation efforts are needed to flood proof the city's waste water treatment plant, relocate the city maintenance garage, and improve drainage of Brushy Fork Creek. The State Hazard Mitigation Officer will be advising city and county officials regarding the potential for future funding of mitigation measures.

Demographics and Socioeconomics

Nicholas County and more specifically the City of Carlisle, are in need of Individuals and Household Assistance, if the city is to survive. Nicholas County has a population of roughly 7,900 persons with the City of Carlisle comprising 1,700 of that total. Carlisle, for many of its employed citizens, is a 'bedroom community' with many residents traveling to Paris or Lexington for work.

Data obtained from the US Census Bureau reflects that 17% of Nicholas is over the age of 65-years old; while 24% are younger than 18%. Sadly, 20% of the population under 65-years of age are disabled. Taken as a whole, this data suggests that there is a relatively small segment of the population is employable.

The Nicholas County median households' income is roughly only 61% of the national amount and the persons living in poverty is 15.3% compared to 10.5% nationally and 16.3% statewide.

The national median value of owner-occupied housing units is \$217,500. In Nicholas County the median value of owner-occupied housing is \$85,000.

A 2018 report, issued by the Kentucky Office of the Auditor of Public Accounts, estimates Kentucky's unfunded liability for its retirement systems makes up nearly 80 percent of the Commonwealth's total debt. Since this report the situation has somewhat improved however the unfunded pension liabilities are now approximately \$25.8 billion which equates to a debt burden of \$3,835 for every citizen.

Attachment 6 Demographics and Socioeconomics

Attachment 7 Fiscal Information of Nicholas County and the City of Carlisle Governments

Conclusion

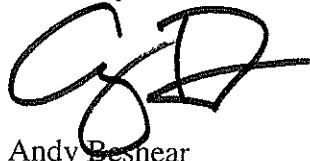
In making your decision regarding my request for a Major Disaster Declaration, I ask that you consider the enormous circumstances facing the City of Carlisle. This town of 1,700 persons is in grave danger of ceasing to be a viable community. Without assistance, it is probable that impacted homeowners will exodus the area, seeking housing in other areas. The commercial center of the city was decimated. Many of the business owners also lost their homes and are in dire need of assistance. Since 2009, Kentucky has endured many disaster events; 25 of which received Presidential Major Disaster Declarations. Additionally, we along with the rest of the nation, are well into our second year of fighting COVID-19. I ask that the Federal government again partner

with the Commonwealth and its local governments in the recovery efforts necessitated by this most recent natural weather disaster.

Due to the enormity of this event, the citizens of the City of Carlisle are in urgent need of assistance. I therefore request that the Individuals and Households Assistance Program and the Hazard Mitigation Program be declared for Nicholas County.

I thank you in advance for your consideration of this important request.

Sincerely,

A handwritten signature in black ink, appearing to read 'AB', is written over the printed name 'Andy Beshear'.

Andy Beshear
Governor

Enclosures:

- OMB No.1660-009/FEMA FORM 010-0-13
- A. Enclosure A to Major Disaster Request
 - B. Estimated Stafford Act Requirement for Public Assistance
Public Assistance Joint Preliminary Damage Assessment Cost Estimate
Worksheet
Not Applicable
 - C. Requirements for Other Federal Agency Programs
 - D. Historic and Current Snowfall Data – Not Applicable

Attachments:

- 1. Weather Summaries
- 2. States of Emergency
- 3. News Articles
- 4. Photographs
- 5. SBA Survey Recap
- 6. Demographics and Socioeconomics
- 7. Fiscal Information

DEPARTMENT OF HOMELAND SECURITY
Federal Emergency Management Agency
**REQUEST FOR PRESIDENTIAL DISASTER DECLARATION
MAJOR DISASTER OR EMERGENCY**

OMB Control Number 1660-0009
Expires 09/30/2019

1. Request Date _____

Burden Disclosure Notice

Public reporting burden for this form is estimated to average 9 hours per response. The burden estimate includes the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and submitting the form. This collection of information is required to obtain a benefit. You are not required to respond to this collection of information unless it displays a valid OMB control number. Send comments regarding the accuracy of the burden estimate and any suggestions for reducing the burden to: Information Collections Management, Department of Homeland Security, Federal Emergency Management Agency, 500 C Street SW, Washington, DC 20472, Paperwork Reduction Project (1660-0009). **NOTE: Do not send your completed form to this address.**

Completion of this form including applicable attachments satisfies legal requirements for emergency and major disaster declaration requests under 42 U.S.C. §§ 5170 and 5191, respectively, as implemented at 44 C.F.R. §§ 206.35 and 206.36. Failure to use this form may result in a failure to meet these requirements and/or a delay in processing the request.

2a. Name of State (as defined in Stafford Act 102, 42 U.S.C. § 5122) or Indian tribal government requesting declaration.

Commonwealth of Kentucky

2b. Population (as reported by 2010 Census) or estimated population of Indian tribal government's damaged area(s).

4,339,367

3. Governor's or Tribal Chief Executive's Name

Andy Beshear

4. Designation of State or Tribal Coordinating Officer upon declaration (if available) and phone number

Michael E. Dossett 502.607.1827

5. Designation of Governor's Authorized Representative or Tribal Chief Executive Representative upon declaration (if available) and phone number

Michael E. Dossett 502.607.1827

6. Declaration Request For: Major Disaster (Stafford Act Sec. 401)

Emergency (Stafford Act Sec. 501 (a))

7. Incident Period: Beginning Date Jul 29, 2021 End Date Jul 30, 2021 or Continuing

If requesting a "continuing" incident period, enclose an official statement from a qualified Federal Government agency acknowledged as a national authority in a specific incident field (e.g., United States Geological Survey for seismic incidents, the National Weather Service for flooding).

7b. Type of Incident (Check all that apply)

- Drought Earthquake Explosion Fire Flood Hurricane Landslide Mudslide
 Severe Storm
 (rain, high water, wind-driven, rain, hail, lightning) Snowstorm
 (Must include Enclosure D: Historic and Current Snowfall Data) Straight-Line Winds
 Tidal Wave Tornado Tropical Depression Tropical Storm Tsunami Volcanic Eruption Winter Storm
 Other (please specify) flash flood

8. Description of damages (Short description of impacts of disaster on affected area and population). Include additional details in enclosed Governor's or Tribal Chief Executive's cover letter.

Historic rainfall caused unprecedented flash flooding in Nicholas County and more specifically, the City of Carlisle. Over 100 homes and businesses sustained significant damages. This city of 1,700 residents has lost the majority of its commercial district. One citizen drowned and several responders were injured during search and rescue efforts.

9. Description of the nature and amount of State and local or Indian tribal government resources which have been or will be committed. Include additional details in enclosed Governor's or Tribal Chief Executive's cover letter.

The State Emergency Operations Center, Nicholas County and the City of Carlisle departments activated to respond to critical needs. Various state Emergency Support Function partners were deployed to deliver resources and assistance. Mutual aid was received from other counties in the form of heavy equipment, ambulances, garbage trucks, etc. The city's waster water treatment plant and emergency equipment were rendered inoperable by the flood waters.

10. Joint Preliminary Damage Assessment*

Individual Assistance Dates Performed Requested Aug 3, 2021 Start Aug 5, 2021 End Aug 5, 2021

Individual Assistance Accessibility Problems (Areas that could not be accessed, and why)

Public Assistance Dates Performed Requested Start End

Public Assistance Accessibility Problems (Areas that could not be accessed, and why)

N/A

11. Programs and Areas Requested

Individual Assistance N/A Individuals and Households Program Crisis Counseling Program Disaster Unemployment Assistance
 All Disaster Case Management Disaster Legal Services Small Business Administration (SBA) Disaster Assistance

For the following jurisdictions, specify programs and areas (counties, parishes, independent cities; for Indian tribal government, list tribe(s) and/or tribal area(s)) If additional space is needed, please enclose additional documentation).

Nicholas County

For States, identify Federally-recognized Tribes in the requested counties (if applicable).

N/A

Please see **Enclosure A: Supplemental Information for Individual Assistance** for additional information in support of this request*.

*Not Required for Emergency Declaration Request

11. Programs and Areas Requested (Continued)

Public Assistance N/A Debris Removal (Category A) Emergency Protective Measures (Category B) Permanent Work (Categories C-G)* (not available for Emergency Declaration Requests)

For the following jurisdictions, specify programs and areas (counties, parishes, independent cities; for Indian tribal government, list tribe(s) and/or tribal area(s)). If additional space is needed or your request includes different categories of work for different jurisdictions; please enclose additional documentation.

For States, identify Federally-recognized Tribes included in the requested counties (if applicable).

Please see **Enclosure B: Supplemental Information for Public Assistance** for additional information in support of this request*.

Indemnification for Debris Removal Activity

I do not anticipate the need for debris removal.

I anticipate the need for debris removal, which poses an immediate threat to lives, public health and safety. Pursuant to Sections 403 and 407 of the Stafford Act, 42 U.S.C. §§ 5170b & 5173, the State or Indian tribal government agrees to indemnify and hold harmless the United States of America for any claims arising from the removal of debris or wreckage for this disaster. The State or Indian tribal government agrees that debris removal from public and private property will not occur until the landowner signs an unconditional authorization for the removal of debris.

Request for Direct Federal Assistance

I do not request direct Federal assistance at this time.

I request direct Federal assistance for work and services to save lives and protect property, and:

a. I request the following type(s) of assistance:

N/A

b. List of reasons why State and local or Indian tribal government cannot perform, or contract for, required work and services.

N/A

c. In accordance with 44 C.F.R. § 206.208, the State or Indian tribal government agrees that it will, with respect to direct Federal assistance: (1) Provide without cost to the United States all lands, easements, and rights-of-ways necessary to accomplish the approved work; (2) Hold and save the United States free from damages due to the requested work, and shall indemnify the Federal Government against any claims arising from such work; (3) Provide reimbursement to FEMA for the non-Federal share of the cost of such work in accordance with the provisions of the FEMA-State or FEMA-Tribe Agreement ; and (4) Assist the performing Federal agency in all support and local jurisdictional matters.

Request for Snow Assistance

N/A I request snow assistance.

Snow assistance for the following jurisdictions (Specify counties, independent cities or tribes and/or tribal areas).

N/A

Please see **Enclosure D: Historic and Current Snowfall Data** for additional information in support of this request*.

*Not Required for Emergency Declaration Request

11. Programs and Areas Requested (Continued)

Hazard Mitigation* Statewide **OR**

For the following specific counties, parishes, independent cities or tribes and/or tribal areas.

12. Mitigation Plan Information*

a. Mitigation Plan Expiration Date October 2022 b. Type of Plan Enhanced Standard

13. Other Federal Agency Programs

I do not anticipate requirements from Other Federal Agencies I do anticipate requirements from Other Federal Agencies

Please see **Enclosure C: Requirements for Other Federal Agency Programs** for additional information in support of this request*.

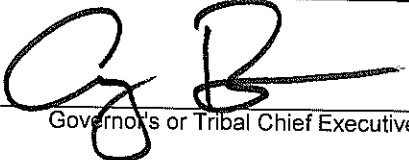
14. Findings and Certifications

I certify the following:

- a. I have determined that this incident is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local government or Indian tribal government and that supplementary federal assistance is necessary.
- b. In response to this incident, I have taken appropriate action under State or tribal law and have directed the execution of the State or Tribal Emergency Plan on Aug 3, 2021 in accordance with the Stafford Act.
- c. The State and local governments, or Indian tribal government will assume all applicable non-Federal share of costs required by the Stafford Act.

15. List of Enclosures and Supporting Documentation

- Cover Letter Enclosure A (Individual Assistance)* Enclosure B (Public Assistance)*
- Enclosure C (Requirements for Other Federal Agency Programs) Enclosure D (Historic and Current Snowfall Data)
- Additional Supporting Documentation Weather rpts., states of emergency, news articles, photos demographics, fiscal info, SBA data


Governor's or Tribal Chief Executive's Signature

8/19/2021
Date

If anyone except the Governor or Tribal Chief Executive signs this document, please provide the documentation that establishes that this individual has the legal authority to act on behalf of the Governor or Tribal Chief Executive.

*Not Required for Emergency Declaration Request