

Minnesota Disaster Management Handbook



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Schedule of Updates

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I. Introduction and Purpose

Since 1957, Minnesota has received 45 presidential major disaster declarations and five emergency declarations. Every county in the state has been included in one or more of these declarations. In addition, local governments have responded to countless emergencies and disasters that did not result in presidential declarations. In fact, local governments have done an exemplary job in responding to these events.

For a variety of reasons, including population growth and higher urban densities, natural hazards pose an increasing threat to people and the environment. Technological threats, especially those related to the transportation of hazardous materials by highway, rail, pipeline, and air, have also increased. Consequently, we must be better prepared to mitigate, respond to, and recover from both natural and technological threats.



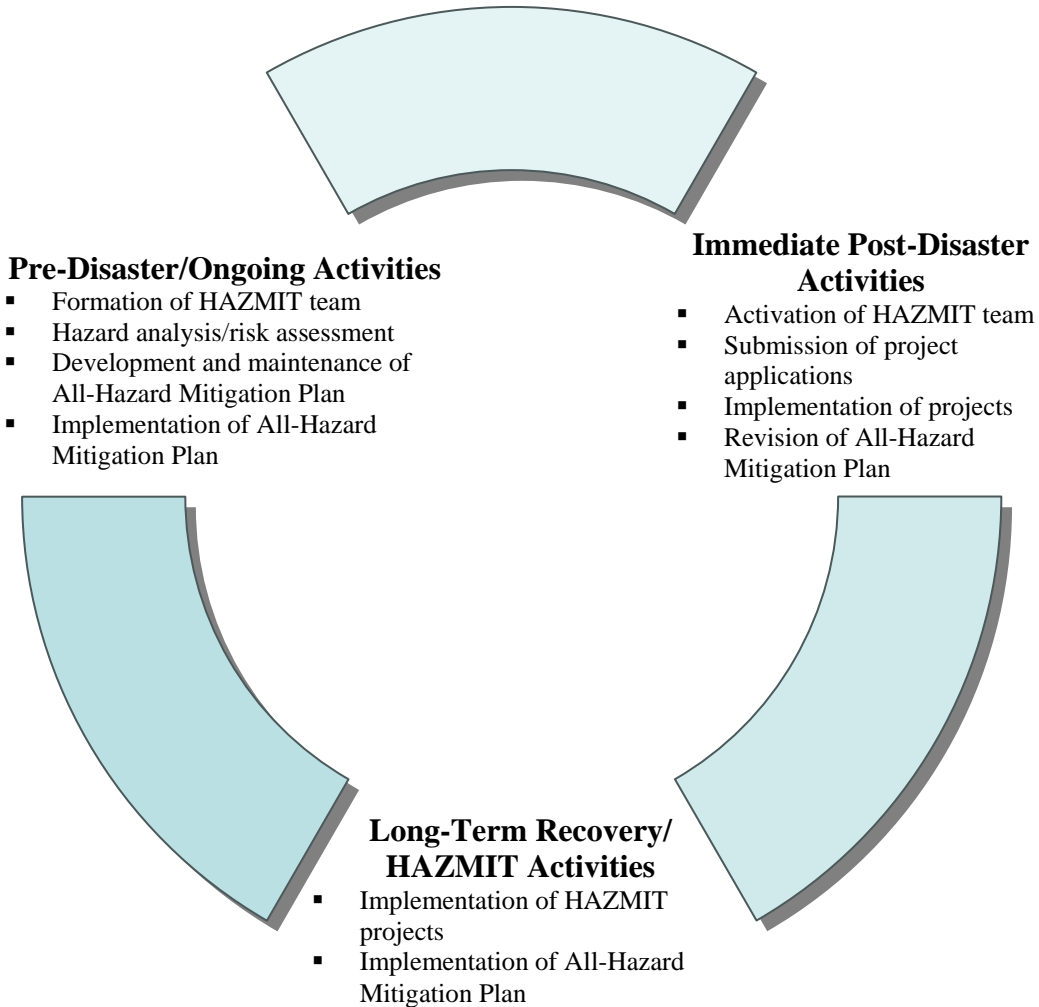
The four phases of emergency management – mitigation, preparedness, response, and recovery – are ongoing, interdependent, and to some degree, overlapping. To ignore the actions required by any one of the four phases jeopardizes the jurisdiction’s overall ability to “manage” disasters and emergencies. The purpose of this handbook is to provide a variety of tools to help emergency managers mitigate hazards, prepare for emergencies, and enhance the response and recovery phases of any emergency situation.

We have tried to avoid duplicating information already available in other documents. For this reason, the amount of detail provided for each topic will vary. In some cases, only an overview is provided; in others, more specific information is included.

In addition, forms and sample resolutions are included in Appendix B – Supporting Documents at the end of this handbook and may be freely copied.

II. Mitigation

A. Local Hazard Mitigation Cycle



B. Pre-Disaster Hazard Mitigation Actions

As shown on the Local Hazard Mitigation Cycle diagram, hazard mitigation is a continuous process, not just an immediate post-disaster activity. The key on-going activities are as follows:

Formation of a Local Hazard Mitigation Team

In most jurisdictions, there are several officials who have, or could have, an interest or role in hazard mitigation. These officials include emergency managers, zoning officers, public works directors, housing agency administrators, city/county administrators, and utility service operators, among others. An important step in the implementation of a hazard mitigation program within a city or county is the identification of officials who are willing to participate on a hazard mitigation team. The purpose of the team is to help define the

jurisdiction's hazard mitigation goals and objectives and coordinate its hazard mitigation efforts.

Hazard Analysis/Risk Assessment

An obvious first step toward establishing a jurisdiction's hazard mitigation goals and objectives is the identification and prioritization of its hazards and risks. Specifically, in terms of injuries, deaths, economic losses, disruption of services, etc., what are the major threats (either natural or other) that affect the community? Most communities are, no doubt, already able to answer this question to some degree. A hazard analysis and risk assessment, however, will often reveal "surprises" regarding the actual threat posed by floods, tornadoes, windstorms, ice storms, etc. This information is necessary in order for a jurisdiction to know how much emphasis it should place on mitigating a particular hazard. It can be argued that the larger (in terms of both population and territory) and more complex (i.e., is there a river, airport, chemical plant, major rail line, etc. within its boundary) the jurisdiction, the more thorough the hazard analysis and risk assessment should be. Each community will have to decide for itself how elaborate its hazard analysis and risk assessment will be and which hazards and risks it will include. The hazard analysis should serve as a basis for, and constitute part of, a jurisdiction's hazard mitigation plan. HSEM can provide guidance relative to the conduct of a hazard analysis and risk assessment.

C. The Minnesota All-Hazard Mitigation Plan

The *Minnesota All-Hazard Mitigation Plan* has been developed, first and foremost, for the purpose of eliminating and/or reducing future losses due to disasters. However, such plans are also a requirement for those states, like Minnesota, that have received a presidential declaration of a major disaster. It is directed at state government; local governments need to develop their own hazard mitigation plans.

The *Minnesota All-Hazard Mitigation Plan* is an all-hazard summary of vulnerabilities, capabilities, and mitigation strategies for the state.

All-Hazard Mitigation Plan

Individual hazard mitigation projects can be, and unfortunately sometimes are, carried out in the absence of any overall local hazard mitigation plan. The lack of a plan may result in mitigation efforts that are disjointed, misdirected, or both. A local all-hazard mitigation plan should serve as the road map for all of a jurisdiction's hazard mitigation efforts. Criteria contained in 44 Code of Federal Regulations, Part 201, as authorized by the Disaster Mitigation Act of 2000, says that any jurisdiction applying for Hazard Mitigation Grant Program monies must have a FEMA approved plan.

In addition to providing direction for a jurisdiction's hazard mitigation efforts, the plan can also help it achieve other objectives. Well thought-out flood mitigation planning and projects, for example, can make a community more attractive to new business and industry, improve local water quality, enhance recreational opportunities, and improve the quality of housing.

As is true for a hazard analysis, the complexity and scope of a local hazard mitigation plan may vary considerably. Each jurisdiction will have to determine how comprehensive its plan will be. Although the content of local hazard mitigation plans may vary, HSEM and FEMA suggest that all plans include certain minimum items. Furthermore, some items must be included if a jurisdiction wants to be eligible to participate in certain state and federal

mitigation assistance programs. Upon request, HSEM will provide specific information and guidance in this area.

Implementation of a Local All-Hazard Mitigation Plan

Once an all-hazard mitigation plan is completed, it should be implemented on an ongoing basis and is required to be monitored and updated within a five-year period. As depicted in the Local Hazard Mitigation Cycle diagram, some hazard mitigation objectives can be accomplished in the pre-disaster time period, some in the immediate post-disaster period, and some during the long-term recovery period. For this reason, it is important that the plan identify not only proposed all-hazard mitigation measures, but also the time frame or schedule for their implementation. Realistically, some measures can be initiated immediately; some cannot be carried out for some time; and some should constitute an ongoing activity. One responsibility of the local hazard mitigation team is to review the plan on a regular basis to determine if the jurisdiction is still on track relative to the mitigation actions and the schedule for their accomplishment.

III. National Response Framework (NRF) and the National Incident Management System (NIMS).

A. Rationale and Overview

The National Response Framework (NRF) is a guide that details how the United States conducts all-hazards response, from the smallest incident to the largest catastrophe. This document establishes a comprehensive, national, all-hazards approach to domestic incident response. The NRF identifies the key response principles, as well as the roles and structures that organize national response. It describes how communities, states, the federal government and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response.

In addition, it describes special circumstances where the federal government exercises a larger role, including incidents where federal interests are involved and catastrophic incidents where a state would require significant support. It lays the groundwork for first responders, decision-makers and supporting entities to provide a unified national response.

In recent years, the United States has faced an unprecedented series of disasters and emergencies, and as a result our national response structures have evolved and improved to meet these threats. The NRF reflects those improvements and replaces the former National Response Plan (NRP). This Framework represents a natural evolution of the national response architecture. Although the NRP was originally called a plan, it was actually a framework written to guide the integration of local, tribal, state, and federal response efforts. By adopting the term “framework” within the title, this document is now more accurately aligned with its intended purpose.

The National Incident Management System (NIMS) is the standard for incident management within the state of Minnesota. Concurrent with NIMS, processes, resource and policy issues are addressed at the lowest organizational level practicable.

Minnesota has adopted both the National Response Framework and the National Incident Management System. In the event of a limited-scope emergency, incident management may be accomplished entirely through the use of NIMS and the establishment of an incident command post (ICP).

Governor's Executive Order 05-02 establishes NIMS as the basis for all incident management in the state of Minnesota.

NIMS Standard Incident Management Structures are based, in part, on the Incident Command System (ICS).

ICS defines the operating characteristics, management components, and structure of incident management organizations throughout the lifecycle of an incident. When multiple Incident Command Posts (ICPs) are operational, an Area Command is established. The ICPs and Area Command are responsible for directing on-scene emergency management and maintaining command and control of on-scene incident operations. In keeping with NIMS, resources and policy issues are addressed at the lowest organizational level practicable.

The need for an organized approach to the management of incidents is critical because incident management is carried out in a constantly changing environment with multiple

priorities and complex problems. The incident commander may need to deal with life safety, incident stabilization, personnel accountability, and environmental concerns, as well as other issues. The incident commander has to balance these priorities while keeping in mind the limited resources available. These decisions may need to be made in minutes or only seconds.

Communication issues add to the complexity of incident management. Without an organized system of management, the incident manager may be hampered by poorly understood procedures, inadequate or incompatible equipment, lack of interagency training, inadequate planning, problems in gathering accurate information, and awareness of only part of the total picture.

Incident management systems such as NIMS alleviate these problems through the use of:

- Common terminology
- Modular organization
- Integrated communications
- Unified command structure
- Consolidated action plans
- Manageable span of control
- Designated incident facilities
- Comprehensive resource management

NIMS can be used in emergencies resulting from normal day-to-day incidents (such as house fires and minor utility outages), major incidents (such as hazardous materials spills and small stream flooding), and disasters and major emergencies (such as tornadoes and widespread flooding). It can also be used for other non-emergency events such as parades and community celebrations. This type of formalized system lends consistency to the way team members and agencies function in an incident, and fosters efficiency by using the same system regardless of the size of the incident.

Only in rare situations can a single agency or department handle an emergency situation of any scale alone; interagency cooperation may be required from fire departments, law enforcement agencies, local boards of health, public works departments, state agencies, and federal agencies. NIMS creates a common basis for a community to handle the situation. It is staffed and operated by qualified personnel from any agency and may involve personnel from a variety of agencies. These may include individuals with obvious roles, as well as those whose roles seem peripheral. For example, important members of an incident management team may include the editor of the local newspaper or the supervisor of a local construction crew. Because NIMS can be used at virtually any type and size of incident and with personnel from almost any agency, it is important to provide NIMS training to all responders.

NIMS is designed to be in use from the time an incident first occurs until the requirements for management no longer exist. "Incident Commander" is a title that can apply equally to any responding organization or to any one of its members representing any level of

management, depending on the situation. The structure of NIMS can be established and expanded depending upon the changing conditions of the incident.

NIMS can be looked upon by responders as their incident management “tool box.” All the tools in the tool box will not be used for any given incident, but there is a need to be familiar with everything just in case the need comes up for its use.

B. Key concepts of NIMS

NIMS will provide for the following kinds of operations:

- Single jurisdiction/single agency involvement
- Single jurisdiction/multi-agency involvement
- Multi-jurisdiction/multi-agency involvement

The NIMS organization structure:

- Can be adapted to any emergency or incident.
- Is applicable and acceptable to users throughout the country.
- Should be readily adaptable to new technology.
- Must be able to expand in a logical manner from an initial response to long-term recovery.
- Must have basic common elements in organization, terminology, and procedures.
- Should cause the least possible disruption to existing systems.

C. Organization and Operation

NIMS has five major functional areas which are further explained in the next section:

- Command
- Operations
- Planning
- Logistics
- Finance/administration

D. Incident Command Duties and Responsibilities

Incident Commander

The incident commander is responsible for incident activities including the development and implementation of strategic decisions and for approving the ordering and releasing of resources.

Duties:

- Assess incident situation.
- Assume command.
- Establish additional functional roles and organization elements of NIMS needed to fit the incident.

- Request or confirm dispatch or arrival of needed resources.
- Designate Public Information, Safety, and Liaison Officers.
- Establish Operations section with group/functional branches or sectors (e.g., law enforcement, fire, EMS, public works, public health) as appropriate.
- Establish support sections (e.g., logistics, planning, finance) as appropriate.
- Provide instruction and resources as necessary.
- Conduct initial briefing.
- Review, approve, and authorize implementation of incident action plan.
- Oversee implementation of incident action plan.
- Ensure planning meetings are conducted.
- Approve requests for additional resources and requests for release of resources.
- Authorize release of information to news media.
- Report situation and plans to Emergency Operating Center (EOC).
- Approve plan for demobilization.

Public Information Officer (PIO)

The public information officer, a member of the command staff, is responsible for the formulation and release of information about the incident to the news media and other appropriate agencies and organizations.

Duties:

- Obtain briefing from incident commander.
- Contact the jurisdictional agency to coordinate public information activities.
- Establish single incident information center whenever possible.
- Arrange for necessary workspace, materials, telephones, and staffing.
- Prepare initial information summary as soon as possible after arrival.
- Observe constraints on the release of information imposed by the incident commander.
- Obtain approval for release of information from the information commander.
- Release news to news media and post information in command post and other appropriate locations.
- Arrange for meetings between media and incident personnel.
- Provide escort service to the media and VIPs.
- Respond to special requests for information.

Safety Officer

The safety officer, a member of the command staff, is responsible for monitoring and assessing hazardous and unsafe situations and developing measures for assuring personnel safety. Although the safety officer may exercise emergency authority to stop or prevent

unsafe acts when immediate action is required, the officer will generally correct unsafe acts or conditions through the regular line of authority.

Duties:

- Obtain briefing from incident commander.
- Participate in planning meetings.
- Identify potentially unsafe situations in operating environment, proposed actions, and incident operations.
- Advise personnel on hazardous situations and appropriate actions to protect safety.
- Exercise emergency authority to stop and prevent unsafe acts.
- Coordinate investigation of accidents that have occurred within incident areas.

Liaison Officer

The liaison officer is a member of the command staff and is the point of contact for cooperating agencies, including the Red Cross, law enforcement, public works, and others.

Duties:

- Obtain briefing from incident commander.
- Identify supporting agency representative or agency contact person including communication link and location.
- Provide a point of contact for and establish contact with supporting agencies.
- Respond to requests from incident personnel for interagency contacts.
- Monitor incident operations to identify current or potential interagency problems and recommend solutions to interagency problems.

Operations Section Chief

The operations section chief, a member of the general staff, is responsible for the management of all operations directly applicable to the primary mission. The operations chief activates and supervises organization elements in accordance with the incident action plan and directs its execution. The operations chief also directs the preparation of unit operational plans, requests or releases resources, makes expedient changes to the incident action plan as necessary, and reports such to the incident commander.

Duties:

- Obtain briefing from incident commander.
- Develop tactical operations portion of action plan, including operations and resource assignments for each operations branch or sector.
- Establish and maintain appropriate staging areas, appointing a staging area manager for each.
- Supervise tactical operations.
- Evaluate effectiveness of tactical operations and adequacy of resources; take action to improve.

- Report information about special activities, events, and occurrences to incident commander.
- Review suggested list of resources to be released and initiate recommendation for release of resources.

Staging Area Manager

The staging area manager is responsible for managing all activities within a staging area.

Duties:

- Obtain briefing from operations section chief.
- Proceed to staging area.
- Establish staging area layout.
- Determine any support needs for equipment.
- Establish check-in function as appropriate.
- Post areas for identification and traffic control.
- Request maintenance service for equipment at staging area as appropriate.
- Respond to request for resource assignment.
- Obtain and issue supplies distributed and received at staging area.
- Demobilize staging area in accordance with incident demobilization plan.

Planning Section Chief

The planning section chief, a member of the general staff, is responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources. Information is needed to understand the current situation, predict the probable course of incident events, and prepare alternative strategies and control operations for the incident.

Duties:

- Obtain briefing from incident commander.
- Activate planning section units.
- Reassign initial attack personnel to incident positions as appropriate.
- Establish information requirements and reporting schedules for all NIMS organizational elements for use in preparing the incident action plan.
- Supervise preparation of incident action plan.
- Assemble information on alternative strategies.
- Identify need for specialized resources.
- Anticipate developments and provide projections to incident command.
- Compile and display incident status summary information.
- Advise general staff of any significant changes in incident status.
- Document and disseminate all formal orders by incident command.

- Ensure that normal agency information collection and reporting requirements are being met.
- Prepare recommendations for release of resources for submission to the incident commander.

Logistics Section Chief

The logistics section chief is a member of the general staff and is responsible for locating, organizing, and providing facilities; vital support services (such as transportation, fuel, water, power, and communications), and supplies for the incident.

Duties:

- Obtain briefing from incident commander.
- Track names and locations of assigned personnel.
- Identify service and support requirements for planned and expected operations.
- Coordinate and process requests for additional resources.
- Advise on current service and support capabilities.
- Estimate future service and support requirements.
- Recommend release of resources in conformity with demobilization plan.
- Prepare and implement the communications plan.
- Ensure that an equipment accountability system is established.
- Determine method of feeding to best fit each situation.
- Ensure that sufficient potable water is available to meet all incident needs.
- Order, receive, distribute, and store supplies and equipment.
- Maintain inventory of supplies and equipment.
- Provide facility maintenance services, sanitation, lighting, and clean-up.
- Maintain incident roads.
- Provide maintenance and fueling according to schedule.

Finance/Administration Section Chief

The finance/administration section chief is a member of the general staff and is responsible for tracking all incident costs and evaluating the financial considerations of the incident.

Duties:

- Obtain briefing from incident commander.
- Ensure that daily personnel time recording documents are prepared.
- Provide for record security.
- Ensure that all records are current or complete prior to demobilization.
- Record equipment use time.
- Maintain current posting on all charges or credits for fuel, parts, and services.
- Distribute copies per agency and incident policy.

- Establish and maintain a file for employee time reports.
- Prepare and sign contracts and land use agreements as needed.
- Establish contracts with supply vendors as required.
- Provide written authority for persons requiring medical treatment.
- Document all injuries occurring during the incident.
- Keep informed and report on status of hospitalized personnel.
- Arrange for notification of next of kin of seriously injured or deceased persons.
- Obtain and record all cost data.

E. NIMS/EOC Interface

Most incidents are classified as minor. They affect only a small portion of the community, and most response organizations have the ability to manage the incident by committing only limited resources.

Major incidents, however, may threaten the entire community. Whole communities may require evacuation for several days during large-scale incidents. A much greater commitment of equipment and personnel is made in an attempt to control these incidents. The decision-making process moves to the policy level, which involves more people in the procedure. Coordination of the response, responders, and information management moves to the highest level.

A thorough understanding of the National Incident Management System (NIMS) and the concept of the Emergency Operations Center (EOC) is fundamental to effective management of both large and small incidents. The incident commander (IC) must understand precisely under what circumstances the EOC is activated and what authority the IC has when an EOC is activated.

The incident commander and the EOC are partners in addressing issues facing a community during disaster and emergencies. The IC is generally responsible for coordination and control of specific activities at a particular incident site. The EOC is generally responsible for coordination and control of all incidents occurring within a community. Usually, administrative and off-site functions are the responsibility of the EOC staff. The IC retains authority at the site of the incident. These functions may overlap and sometimes conflicts may develop. Continual communications and discussion between the EOC and IC can assist in conflict resolution. In rare instances where there is no resolution, the EOC, which has responsibility for the entire community, should prevail.

The EOC does not dictate actions at the scene but may influence changes in the action plan through the distribution of resources. For instance, if the IC develops an on-scene action plan requiring 25 emergency medical technicians and the EOC cannot meet the request, the IC must modify the action plan based on available resources.

EOCs do not develop on-scene action plans, but must be made aware of them. Possible conflicts and potential problems can be role-played and addressed during planning and exercising before an actual incident.

Local emergency operations plans give precise protocols for activating the EOC and providing for a smooth transition of functions from the IC to the EOC. Communication links between the two are established as the EOC is activated and are continued throughout the incident.

The EOC is a function, not just a building. Some communities may have a mobile EOC with the capability to respond to the scene or any other remote location. This usually happens during partial activation of the EOC when the numbers of persons in the EOC is small. A mobile EOC is sometimes more cost-effective than activating the primary EOC.

Roles and responsibilities

The roles and responsibilities of the IC and the EOC must be defined in local emergency operations plans and understood by everyone before the incident occurs.

The roles and responsibilities defined in the chart on the following pages are based on full-scale, simultaneous, on-scene incident command and EOC activation. This chart serves as a planning tool for a jurisdiction.

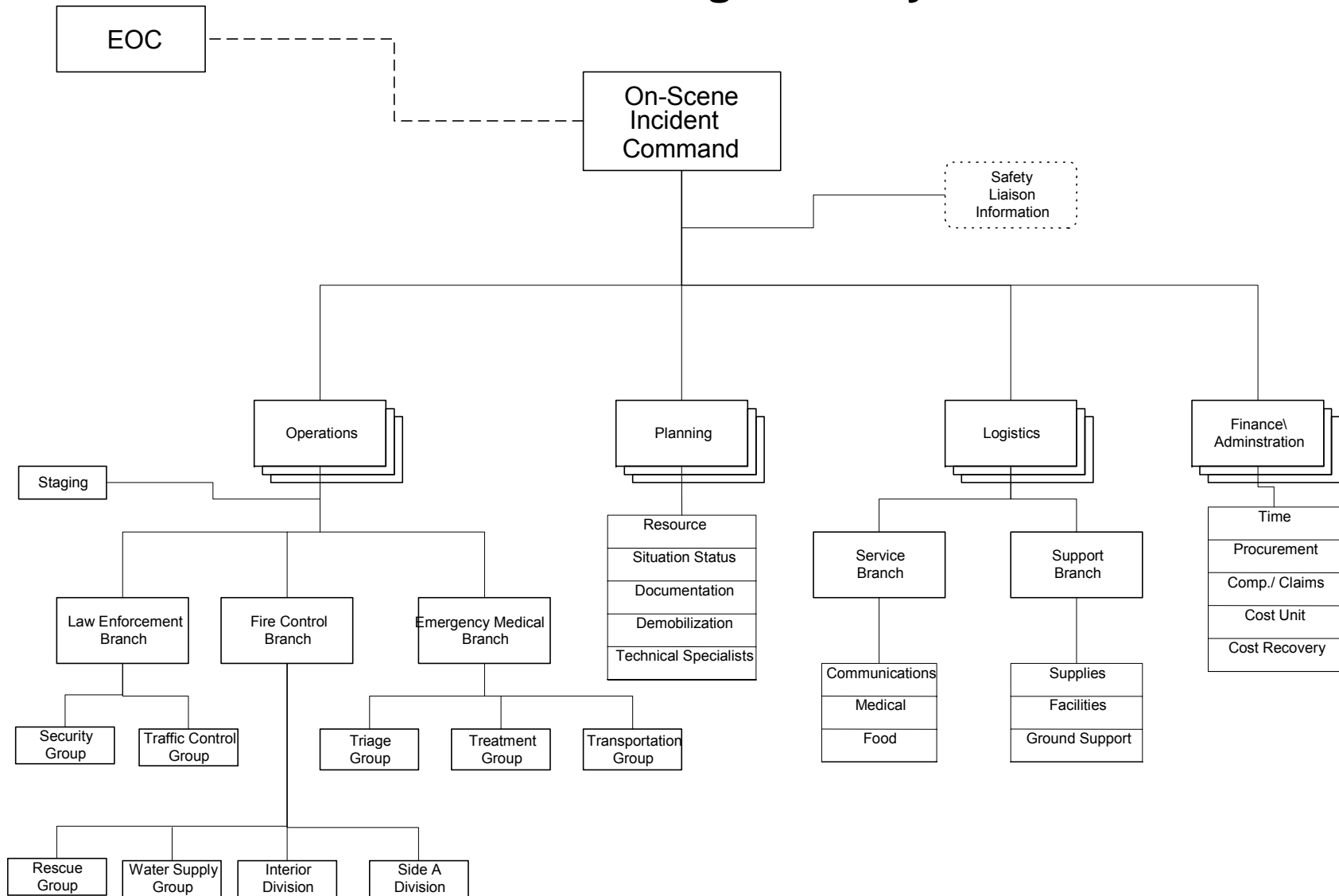
EOC – Emergency Operations
Center
IC – Incident Commander

P – Primary responsibility
S – Secondary
responsibility

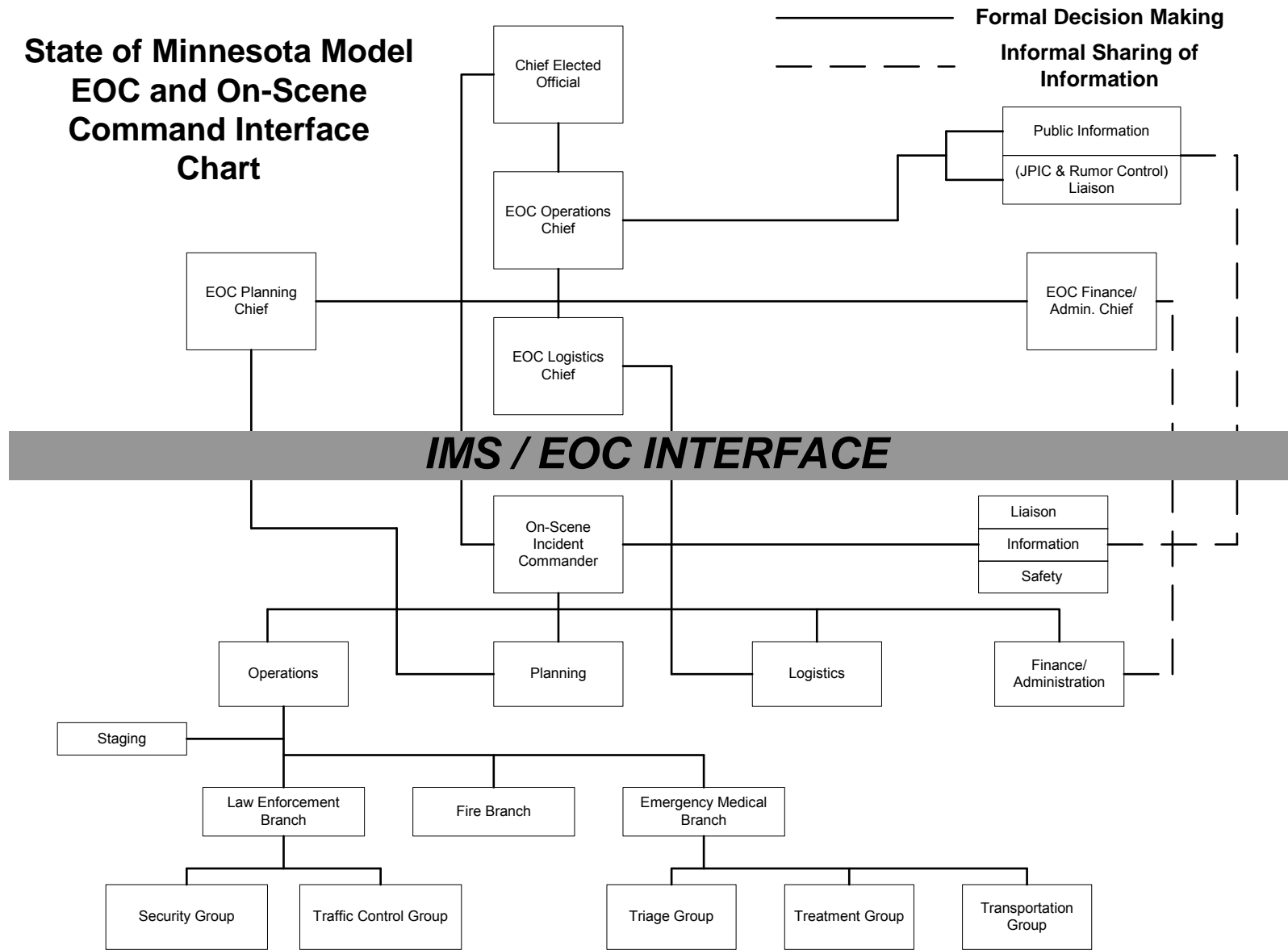
<i>Function/Responsibility</i>	<i>EOC</i>	<i>IC</i>
Notification and warning		
Public warning	P	-
Staff notifications	P	-
Incident management		
Prioritization of overall activities	P	S
Multi-agency communications coordination	S	P
Command of on-scene activities	-	P
Control of on-scene operations	-	P
Assigning tasks to resources	S	P
Documentation and finance	P	S
Public information		
Public information	P	S
Coordination of media on-scene	S	P
Accident/damage assessment		
On-scene situation status	S(P)	P(S)
Evaluation of community impact	P	S
Search and rescue		
Prioritization of search areas	P	S
Coordination of actual search teams	S	P
Health protection		
Public health policies	P	-
Technical support	P	S
Re-entry into evacuated area	P	S
Medical services		

<i>Function/Responsibility</i>	<i>EOC</i>	<i>IC</i>
Treating victims	S	P
Identifying host and risk facilities	P	S
Fire protection		
Controlling fires	S	P
Evacuation/traffic control/security		
Traffic control policies	P	S
Traffic control	S	P
Security for the community	P	S
Recovery	P	-
Mass care		
Initial evacuation	S	P
Evacuation policies	P	S
Sheltering	P	S
Political/social decisions	P	-
Debris clearance		
Debris management	P	-
Public works and utility restoration		
Restoration of essential services	P	S
Shutting off broken gas lines	S	P
Environmental hazard response		
Oversight of recovery activities	P	S
Assessing overall environmental impact	P	S
Resource Management		
Gathering mutual aid resources	P	S
Multi-agency resource coordination	P	S
Resource allocation	P	S
Logistics	P	S
Coordination of community resources and activities	P	-

National Incident Management System Model



State of Minnesota Model EOC and On-Scene Command Interface Chart



IV. Disaster Management for Local Government Officials

A. Overview

As your community is responding to a major disaster or emergency, you need to keep your eye on the final goal – *recovery*. It may be very challenging to think “recovery” as you are fighting rising flood waters or clearing debris from an EF-4 tornado.

Unfortunately, many things could be impacted in the weeks, months, and years to follow based on how you perform within the initial hours or days following a significant event. Assistance may be delayed. Re-imburements may be denied for lack of documentation and photographs of damages before they were repaired.

We typically spend many hours training on how we respond to a disaster or emergency, however, we rarely exercise on how we manage recovery. This section will assist local leadership with things to keep in mind as you manage your community into recovery, understanding that this phase may last for many years, depending on the magnitude of the event.

As a community leader, you will be responsible for:

- Providing a vision of recovery for the community, staff encouragement, and support to ensure that the community recovers as quickly and efficiently as possible.
- Providing a framework of legal, financial, and human resource disaster recovery.
- Providing a coordinating mechanism to oversee the recovery and reconstruction process.
- Communicate and collaborate with emergency management officials and other local government disaster recovery team members.
- Identify necessary public information messages, and work with the public information officer in determining the most appropriate methods to deliver those messages.

B. Recovery Considerations

Disaster recovery involves legal, financial, and personnel issues that must be addressed by local government. Oversight of the recovery is the responsibility of the local officials. A disaster imposes a tremendous unbudgeted impact on local government that may make it impossible to recover without assistance from other sources. As you navigate your way into the recovery phase, keep some of these key strategies in mind and learn from the lessons of those who have taken this journey before you:

- **Identify Your Leader**
You will need to identify a recovery coordinator who will be the single point of contact for assisting agencies and organizations. This person will also be the single voice of your community when communicating back to those groups. This person needs to be given a high level of decision making authority and be responsible for coordination between elected officials, department heads,

supporting organizations, and FEMA. The primary responsibility of this position should be the recovery of the community.

- Establish a Long Term Recovery Task Force

This group's goal is to work collaboratively to guide the recovery process. With input from the community and local officials, the Task Force will conduct research and make recommendations to the Recovery Coordinator and local elected officials. This should be a TEAM effort consisting of subject matter experts. Keep everyone involved and informed. Develop a level of trust amongst all the players and do not lose it. It will become a valued commodity.

- Develop a Recovery Plan

No destination is reached without a road map. Clearly identify your needs and goals. Develop a plan for how to achieve those goals. Many difficult and unpopular decisions may need to be made. Those decisions may have far reaching and long term implications for your community. The important factor is to keep your decisions consistent.

Don't get tunnel vision and automatically think "replacement" of buildings and homes. This may be an opportunity to make "improvements" to the community. Possibly turn repetitive flood areas into parks and open space land or consider implementing alternative sources of energy when rebuilding a destroyed part of town.

- Identify and Restore Essential Services

Repairing or establishing temporary service locations will be important.

Supporting Document SD 7-Damage Assessment Tabulation Packet of the *Minnesota Disaster Recovery Assistance Framework* can assist you in identifying damaged critical infrastructure in your community. The restoration of government services to the community will be viewed by the public as a return to normalcy and the beginning of what may be a long recovery process.

- Pace Yourself

Recovery is a very long process. While keeping your eye on your recovery goals, monitor your employees and staff so that they are not overwhelmed. You may choose to assign a "safety officer" or other individual who can monitor the physical and behavioral health of your local staff.

Be sensitive to staff members who may have been impacted by the event. Embrace them and allow them to take care of their families and personal recovery.

- ASK FOR HELP

No one expects local communities to manage a disaster unassisted. There are many resources available to help you recover; however, many are prevented from "self-deploying" or responding unrequested. When you feel you are overwhelmed, contact the county emergency management staff or HSEM and they will assist you.

No one in emergency management – at any level – knows everything there is to know about disaster recovery, and no one expects you to know everything either. Don't be afraid to say, "This is over my head and I need help!" Pretending to know what to do may have dire consequences later.

Requested professionals will guide you as *you* manage *your* recovery. Remember, this is a long process and you need to pace yourself and make informed and consistent decisions.

This may not be a local disaster, but a regional event. You will not be competing for resources, but rather working together to address common needs.

Many persons may respond and identify themselves as "experts." Verify their identity and DO NOT enter into any formal agreement with someone you do not know. If they are truly an expert in their field, local emergency management staff or other department heads should be able to determine the validity of who their claims. Keep in mind that true professionals rarely respond unsolicited.

Consider using Minnesota 2-1-1 Information and Referral Statewide system to be the hotline for information to the public regarding unsolicited donations, volunteer opportunities, and other disaster assistance information. 2-1-1 has a 40,000 community resource database to provide critical referrals for services during, and after a disaster, with the ability to update information in real time and on an ongoing basis. Calls are answered live 24/7, 365 days a year.

- Communicate

The sign of a strong leader is one who can communicate the "Game Plan" internally to their staff and to keep the public informed on the recovery process. In concert with the emergency management professionals communicate the location of public briefings, where to find assistance, how to manage debris, etc.

Communicate using descriptive terms and common terminology. Refrain from using acronyms. Make sure messages to staff and assisting agencies are clearly understood to avoid confusion.

When communicating to the public, don't make false promises. "Don't worry. The state and FEMA will be here to financially assist you!" You and your allies will spend more time and resources correcting those types of false statements and rumors than the time it would have taken to research what assistance will truly be available.

- Resource Management

Don't hesitate to change employee roles. There may be a large response to assist your community. The most appropriate persons to manage assistance from outside the community may be the current staff. Elevate them to management roles to guide those resources.

- Documentation

If you take anything away from this section, it is to document everything. Many state and federal assistance programs are reimbursements. The most common

reason potential applicants are denied federal assistance is the lack of proper documentation. Important actions that need to be recorded (documentation of expenses/photographs of damages/mapping of locations) from the onset of the disaster include:

- Staff hours worked during the “Emergency” phase of the disaster. **Supporting Document SD 10-Public Assistance Packet** of the *Minnesota Disaster Recovery Assistance Framework* can assist you in logging those eligible hours.
- Damages or activities that will be immediately addressed, such as debris removal from roadways, temporary road and culvert repairs.
- Recording the identity of all volunteers and the hours that they worked. This may become important later when used to offset any matching funds that are required.

SD 10 will also help you clearly and accurately document your disaster related recovery costs.

- **Review Building Code and Permitting Procedures**

During the response phase you may decide to lift road restrictions to enable large vehicles access to a flood protection area (e.g. sandbagging and dike operations). These road restriction exemptions should be limited to vehicles conducting emergency protective measures only and to certain routes to keep the potential for causing damage to the infrastructure to a minimum.

During recovery, determine whether the repair or reconstruction of damaged structures will be allowed, whether permits will be issued, and how to verify that repairs are done in compliance with applicable codes.

These may include general building, electrical, plumbing, occupancy and health permits. Special permits or temporary zoning variance may be needed to allow for placement of temporary housing units such as mobile homes. Special trucking permits to move those housing units over weight restricted and sanitation permits for portable toilets are all things that may need to be considered.

To simplify the permitting process, some communities establish a one-stop compliance center where residents or contractors can quickly obtain all the necessary permits required for beginning the reconstruction phase.

Consider protecting your community from contractor fraud by requiring all construction contractors to register with local building officials before they are allowed to access the impacted area. Require them to provide you with a business license and proof of insurance. Once that has been produced, you could provide them with credentials to enter the area.

Be sure to clearly communicate this to the community so that they are aware of the potential for fraud and your efforts to minimize that. This should help eliminate your homeowners from being the victim of scams and other fraudulent activities.

The [Minnesota Department of Labor and Industry](#) or the [Association of Minnesota Building Officials](#) can help you in monitoring or providing technical guidance in this area.

- Temporary Housing

Following a major disaster that impacts the residential community, several state, federal, and support agencies will be assessing the damages and surveying the available housing options in the area. You will need to be a partner in those discussions for the following reasons:

- If a determination is made to use temporary housing units, you will need to provide a location to place these units that is outside any flood hazards, properly zoned, and accessible to utilities.
- The site needs to be accessible to public safety.
- These units may be in place for up to 18 months.

- Community Redevelopment

Many difficult decisions may need to be made regarding the future of the impacted community and its businesses. Should buildings be repaired, reconstructed, or moved? Whatever the decision is, it must be consistent. Special considerations will need to be addressed if historical facilities are damaged or the damaged buildings are in the mapped floodplain. You may need to request additional community development planning assistance.

- Agriculture and Rural Community

You don't have to live in a populated area to be impacted by disaster. Minnesota agricultural producers are a vital component of the local and state economy. It will be important to monitor the impact any disaster may have on them.

Building a partnership with the local Farm Service Agency, Minnesota Department of Agriculture, and the U.S. Department of Agriculture can help you keep your finger on the pulse, as this industry may bring some serious environmental impacts to the area following a disaster.

- Behavioral Health

Disasters affect people in many different ways. Impacted communities may also survive and cope with disaster very differently. Many times it is difficult to determine how a community, individual, or groups of individuals are meeting their personal challenges following a disaster or emergency. There are several resources that can assist you. They include:

- stress management
- crisis counseling
- critical incident stress debriefing

Once behavioral health issues have been identified or rumored to be a growing concern, it is important to notify local and state behavioral health professionals so that these issues can be addressed.

- Monitor the Weather

Continue to monitor current weather conditions and forecasts. This may impact response and recovery operations. Maintain a safe environment for your staff and community. Alert them to any potential hazardous weather or conditions that may be anticipated.

C. Why communities and individuals are sometimes denied federal assistance

Following a disaster, assistance typically comes from the state and federal government's disaster assistance programs. It is not uncommon for applicants to be denied assistance. Those denials can often be averted if the potential applicants carefully follow program guidelines. Below is a list of reasons communities and individuals are denied assistance. They are listed here so that you can avoid these common application mistakes:

- Individual Assistance Program
 - Damages and other losses are covered by insurance
 - Insufficient damage
 - Unable to prove ownership
 - Unable to prove identity
 - Not a primary residence
- Public Assistance Program
 - Responsibility lies with another federal agency
 - Federal Highway Administration
 - U.S. Army Corps of Engineers
 - Natural Resources Conservation Service
 - Damage is not disaster related
 - Local policies and procedures conflict with FEMA eligibility requirements
 - Lack of appropriate mutual aid agreement in place prior to disaster
 - Damages do not meet \$1000 threshold
 - Lack of documentation
 - Damages are the result of pre-existing conditions
 - No eligible work identified
 - Applicant is not the responsible party
 - Lack of maintenance records
- Small Business Administration
 - Failed income test (inability to repay loan)
 - Bad credit
- Hazard Mitigation Grant Program
 - Federal requirements are not met

- Failed Benefit Cost Analysis (BCA)
- Project does not meet environmental requirements
- Work starts before grant is approved
- Work is completed outside the scope of the grant agreement
- Lack of documentation
- Project type is not identified in the local Hazard Mitigation Plan
- Project is outside the scope of the Hazard Mitigation Program eligibility
- Minnesota Recovers Task Force (State Assistance)
 - Ineligible applicant
 - Applicant not in a declared county
 - Application was for private property
 - Ineligible losses
 - Lack of funding

D. Demobilization

Phasing out certain operations can be a critical decision and requires planning and the participation of all principal leaders involved. There needs to be a determination made that if a resource is allowed to leave, will a replacement need to be identified or will that portion of the operation be closed.

Some resources may only be available for certain periods of time. For example, in a federally declared disaster, FEMA will typically be on site until field operations have concluded. Once it is determined that FEMA operations will close, the program responsibility will be transitioned to the state. Disaster Recovery Centers will close and local governments will need to identify a place for victims to find disaster related information.

Additional concerns that may need to be addressed before commencing demobilization:

- When state and federal resources are leaving, will those activities need to be back-filled by local resources? For example, will the local police need to provide perimeter security when the National Guard leaves or will that operation be terminated?
- When the Emergency Operations Center closes, who will coordinate the remaining operations?
- Was an inventory created of rented and borrowed equipment and how those resources will be returned to the proper owners?
- If disaster-specific telephone lines and numbers were created, how will they be deactivated and will there be a need to transfer those potential calls elsewhere.
- Replenishing inventory that was expended during the response.
- Conducting an After Action Review or Exit Interview before resources are demobilized. Document your findings and lessons learned. Share them!
- Debriefing staff on the pending transition and demobilization plans.

V. Internal/External Communications

A. Overview

When disaster strikes, it is the responsibility of the public information team to provide information to people affected by the disaster. The goal of the public information team is to disseminate information that is timely, accurate, consistent, and easy to understand. The information must explain to people what to expect and what not to expect.

The public information team must develop and implement strategies to:

- Instill confidence in the community that all levels of government are working in partnership to restore essential services and help individuals begin to put their lives back together
- Work with the media to promote a positive understanding of federal, state and local response, recovery and mitigation programs
- Provide all audiences with equal access to timely and accurate information about disaster response, recovery and mitigation programs
- Manage expectations so that disaster victims have a clear understanding of all disaster services and programs available
- Support efforts to reach disaster victims with specific program information

B. Considerations

Internal Communications

Internal communications among staff is a critical component in establishing credibility within the organization and creating a consistent message to the public. Initially, daily briefings should be conducted with department heads and other significant leadership. These internal briefings should be conducted as needed and communicated to the attendees in a timely manner. Department heads can then disseminate important information to their staff following these briefings.

Public Communication

Following a major disaster or emergency, the public will look to you for direction – where to find loved ones, where to find assistance, what to do with debris, who can help clean with cleanup – these questions and many, many more will be directed to you. If you are not prepared to answer, it will reflect on your ability to lead the public into recovery.

Recovery is a very long process and it is important that you continue to communicate with the public throughout this phase. Some ways you can keep the public informed:

- Hold public meetings to explain how assistance programs will work and to provide the community with an opportunity to have their questions answered
- Record public briefings and broadcast them on local TV or cable stations
- Attend radio talk shows or call-in shows
- Utilize local and regional newspapers

- Create newsletter advisory and education pieces that will notify the community of public briefings, caution them on potential recovery scams, how to address mold after a flood, etc.
- Use the community Web site.

The earlier the information is made available to the public, the more effective it will be to eliminate rumors and false expectations.

Elected Officials

Communication with elected officials needs to start before a disaster occurs. They need to be part of exercises, training, and plan development so they can make accurate and educated decisions when a significant event occurs in their jurisdiction.

Some other suggestions when working with elected officials include:

- Define clear roles and responsibilities early in the disaster to avoid any communication or other conflicts down the road
- Develop a trusting working relationship
- Keep the elected officials informed and provide them with accurate and timely information
- Coach them and make suggestions on what to say and what not to say
- Caution them not to make promises about reaching a full recovery. This goal may never be reached.
- Ask them to participate in the media briefings
- Elected officials can play a critical role with the media. They can provide a calming and comforting voice in the heat of the battle. They can display an air of confidence to the community and communicate to them that everything is being done to address the disaster
- When news releases are communicated, make sure elected officials receive copies and that they DO NOT get their information from the media
- If you need to address inappropriate conduct by an elected official, do so privately
- Elected officials may be able to assist you in cutting through bureaucratic “red tape” and they may be a conduit to other governmental agencies and assistance

VIPs

Very important persons (VIPS) and national figures may come to your town if a catastrophic or major event occurs in your community. You need to be prepared to manage this type of site visit without disrupting your recovery operations.

Some recommendations when dealing with VIPs include:

- Designate a VIP coordinator to manage the site visit
- Ensure that the VIP remains on schedule
- Brief the recovery staff on the VIP visit
- Delegate a knowledgeable and respected staff member to escort the VIP (this may be the chief elected official)

Special Needs

Many challenges may present themselves when conducting outreach to a diverse community. Non-English speaking residents and the elderly are just a couple of the populations that will need to be embraced. Public outreach to these members of the community may be necessary to ensure that they are kept informed.

C. After an Incident

Immediately following an incident disaster response and recovery operations are primarily handled by local and state emergency response and relief organizations. Emergency needs for clothing, food, shelter, and medical assistance are usually handled by local resources including the American Red Cross and other voluntary organizations active in disasters.

Public information is handled at the state and local levels. Public information officers from the local and state levels may be asked to accompany a preliminary damage assessment team, respond to media inquiries, and identify demographic and sensitive issues. In communities without a PIO, the incident commander or local emergency management director will be called upon to perform these duties. Communities can request the assistance of a state PIO to support their local response efforts.

After a Presidential Disaster Declaration

In large disasters or other high profile incidents, a Joint Information Center (JIC) is established to coordinate the dissemination of information about all disaster response and recovery programs. PIOs representing all of the federal, state, local, and voluntary agencies providing response or recovery services are invited to co-locate and be part of JIC operations.

The number of staff assigned to a JIC depends on the size, nature, and complexity of the disaster. In general, there is a Lead PIO, a Deputy Lead PIO, and staff PIOs responsible for the various JIC functions, such as media relations, field media relations, congressional relations, community relations, media monitoring, writing, and other JIC responsibilities.

Teamwork is key to the JIC mission. Each member of the public information staff is responsible for fostering positive working relationships with all program areas and with other federal, state and voluntary agency representatives

Coordination with FEMA Public Affairs

The Federal Emergency Management Agency (FEMA) may establish a Joint Field Office (JFO) if a presidential disaster declaration occurs. PIOs working in the JFO will work with work closely with PIOs from FEMA to communicate information about FEMA programs and how these programs affect individuals at the local and state level.

The FEMA lead public affairs officer (PAO) is responsible for maintaining communications with FEMA headquarters and serves as the key advisor to the federal coordinating officer (FCO) on public information matters. The FEMA's PAO and the state PIO jointly manage the JFO JIC. The state PIO reports to the state Coordinating Officer (SCO) and serves as the primary media contact for the state. The state PIO can offer valuable insights into crucial issues in the state and in dealing with the state and local media.

Coordination with the FEMA congressional liaison is an important part of public information activities. The congressional liaison needs to be kept informed of all anticipated news conferences and media events. Public information needs to know about congressional tours and concerns.

It is also important for public information and FEMA community relations to work closely together. Community relations officers are responsible for delivering FEMA program messages to key audiences and are in direct contact with disaster victims on a daily basis. Public information develops and provides community relations with fliers with information about the toll-free registration line, the helpline, the opening of disaster recovery centers and community meetings.

In a large-scale disaster, FEMA will produce and distribute the Recovery Times. The Recover Times newsletter provides information for disaster victims about disaster assistance programs, the response and recovery process, and mitigation and preparedness activities. Recovery Times is produced and edited at FEMA headquarters with input from the JFO. The Lead PAO assigns a coordinator at the JIC to oversee gathering information, photographs, and story ideas. The coordinator also writes local articles and works with the managing editor to provide the information for publication.

FEMA's broadcast operations play an important role in communicating important information following a major disaster. FEMA is able to communicate to the public through the Recovery Channel, FEMA Radio Network, and the Internet. Requests for local and state input for these products will be made by the lead PIO.

D. Working with the Media

Establishing good relations with the media can be rewarding and beneficial to the community's recovery from a major disaster or emergency. Fairness and consistency in dealing with the media is paramount. When possible, this relationship should be built well before the disaster occurs. Include public information staff and media in exercises and training.

Below are some tips in creating a credible and professional relationship with the media:

- Identify a primary point of contact as your public information representative. This is typically the public information officer (PIO), who should be the only person with authority to speak with the media.
- Maintain a current list of media contacts for your local area and larger media outlets in the region.
- Build a relationship with the media. The foundation you build during the "glory days" may be beneficial in the recovery phase when you need exposure for unmet community needs.
- Provide background packets and fact sheets that include area hazards, hotline numbers and leadership identity and their roles.
- Hold frequent briefings at scheduled times and DO NOT deviate from those times if at all possible. Take the media's deadlines into account.

- Be available to answer questions. This may often be your only chance to address negative stories and to eliminate false rumors. If you chose not to speak with the media, someone else will who may not be motivated with the community's best interest in mind. Once that happens, you will lose control over the reporting of accurate information and find yourself in a defensive posture.
- Ensure that field staff is identifiable. It is not good enough just to have them in the field doing their jobs. It's critical that the media and the public visibly see them.
- Keep your finger on the pulse! If you identify trends in rumors or requests for information by the public, consider addressing those issues in your next media briefing.
- Be proactive. Report success stories and things that are going well. Do not be afraid to address things that are not going well, either. It is better that they hear it from you, in YOUR words. If you try to hide negative information, you may actually be signally its importance to editors and reporters. You might also be impacting your own credibility.
- Release only verified information.
- Deal with the here and now.
- Gather all the facts and disseminate from a central information center.
- Speak with one voice.
- Select credible spokespeople, train them, and make sure they are well informed.
- Be accessible to the media so they won't go to other sources for news.
- Tell your story quickly, openly, and honestly to avoid rumors.
- If you can't discuss something, explain why.
- Provide sufficient evidence to support statements.
- Record events as the crisis evolves.
- Conduct a media "site visit" when safe to do so. (See Site Visits)
- Avoid "no comment;" it leads to speculation.
- Don't debate the subject.
- Don't attempt to assess blame.
- Don't overreact.
- Don't exaggerate.
- Remember that there is no such thing as "off the record. "
- Don't speculate.
- Don't respond to hypothetical questions.
- Credential the press every day and have them wear a visible badge that provides access to the press-briefing site. Information you should ask reporters as part of the check-in process includes whom to notify in case of an emergency, who they represent, where they are staying, and where they can be reached.

- Provide for regularly scheduled press briefings and photo opportunities. Escort the media into the disaster area, making sure to explain to them in advance what they are going to see.
- Treat all reporters equally. What you give to one, in terms of information and photo opportunities, give to all.
- Make the physical set-up of the crisis area work for you. Maintain a separate command post, separate communications (press staging) center, and separate media registration site. Secure the actual disaster area.
- Give careful consideration to who releases what information. Ask yourself, “Is mine the responsible agency or organization, or is someone else more appropriate?”
- When you release information, do it through one credible spokesperson.
- Have reasonable rules regarding access to the crisis site, people and information and follow them. Make no exceptions.
- Provide physical space for television stations to set up their production or “live” trucks.

What the Press Will Ask During a Crisis

Casualties

- Number killed or injured
- Number of survivors
- Number of injured
- Nature or severity of injuries
- Care given to the injured
- Disposition of anyone who was killed, injured or evacuated
- Prominence of anyone who was killed, injured or evacuated
- How evacuation was handicapped or cut off

Property damage

- Estimated value of loss
- Description, kind of building, etc.
- Importance of the property, e.g., historic value, precious woodland
- Other property threatened
- Insurance protection
- Previous emergencies in the area
- Causes
- Testimony of participants
- Testimony of witnesses
- Testimony of key responders (crisis management team, police, fire, etc.)

- How the emergency was discovered
- Who sounded the alarm
- Who summoned aid
- Previous indications of danger
- Who's to blame

Description of the crisis or disaster

- Who's in charge
- The number responders
- Any prominent persons in the relief crew
- Equipment used
- Handicaps to rescue
- Care of destitute and homeless
- How the emergency was prevented from spreading
- How property was saved
- Acts of heroism
- Spread of the emergency
- Blasts and explosions
- Crimes or violence
- Attempts at escape or rescue
- Duration
- Collapse of structures
- Color of flames
- Extent of spill

Accompanying incidents

- Number of spectators, spectator attitudes and crowd control
- Unusual happenings
- Anxiety or stress of families, survivors, etc.

Legal actions

- Inquests, coroner's reports
- Policy follow-up
- Insurance company actions
- Professional negligence or inaction
- Suits stemming from the incident

E. Site Visits

Following a major disaster or emergency where there has been loss of life, the site should be treated with respect and dignity. Consider the feelings of those who have lost loved ones when preparing the media for a site visit. The following are some guidelines when planning a media site visit:

- During the initial media briefing, inform the media that an escorted site visit will be conducted once the scene is has been determined to be stable and safe.
- Consider using “pool” reporters when the following concerns exist:
 - The scene contains hazards that need to be navigated.
 - There is a high level of security at the scene.
 - The disaster or emergency resulted in multiple fatalities and family members are on-site.
- Pool briefings should be conducted off-site.
- Keep the media apprised on where fatalities have occurred and ask them to respect the privacy of the family members who may be at the scene.
- Once a decision to hold a site visit is made, there is a need to do a site visit advance. You do not want any surprises to address once the media arrives.
- Advance site visits should include all the key principle agency representatives involved.

Once the best operational area site is located, the time and date of the site visit will receive final approval from the key principle agency representatives involved. Once approval is granted, hold a meeting with all parties to review operational details.

F. Press Releases

A press release is an effective tool to get your message out to a large number of media outlets. If the information disseminated in the press release is critical, it may be necessary to follow-up the release with a phone call. Keep in mind that the larger media outlets receive a high volume of press releases faxed to them on a daily basis. Yours may get lost in the shuffle if you don't give them a call.

Supporting Document SD 18 Media Packet provides you with a format you can use to create news releases and advisories. The following guidelines will help when you consider using a press release:

- Write in order of importance, rather than chronological order. The media thinks and writes in order of importance, which they refer to as, “the Inverted Pyramid.” If the release is written in chronological order, they may interpret the first items as being the most important.
- Include a point of contact for the public information officer (PIO) or the person who can address any follow-up questions with the media.
- Include quotes from community leaders. Make sure you have their permission.

- Understand that written releases with quotes works well for the print media; however, radio reporters will want recorded statements and the TV outlets will want pictures. Be prepared to accommodate these requests following any release.
- Make your point using concise and direct sentences.
- Identify who your intended audience will be and why it is important that they receive the information.
- If the press release is important, you may want to contact the editor and make your pitch as to why it is important to *the editor's* audience.
- Make sure your story is truly newsworthy. If your audience is small, consider using other forms of communication.

VI. Damage Assessment

Damage assessment is a continuous process whereby appropriate public officials, working together, determine what impact the disaster has had on the community. Damage assessment can be defined as the process by which information is gathered on the impact of a particular disaster in order to begin the recovery phase of emergency management. Damage assessment is sometimes confused with the term “needs assessment” which can be defined as the process by which information is gathered at the time of a disaster to better utilize response measures.

Once the immediate life safety issues are resolved, the most important task facing the community is to compile data that depicts the disaster’s impact. Accurate and timely damage assessment information is also the most vital component of determining a course of action when requesting supplemental disaster assistance.

A. Damage Assessment Planning

During the planning process, a local damage assessment team is identified within your community. Local voluntary organizations and insurance adjusters, who also collect damage figures, should be included in the planning process. Local Public Works personnel may also play a key role in assessing damages to the public infrastructure. Each member of the team should be assigned the task of gathering specific information with which he/she is most familiar. State and federal personnel are also available to assist local officials as needed.

Damage assessment data is gathered into a consolidated report, the Damage and Impact Assessment Form provided by HSEM and faxed or e-mailed to HSEM within 48 to 52 hours of the disaster. Emphasis should be placed on the impact that this event has had on the local jurisdiction(s). The Damage and Impact Form is located at the end of this document in the “Supporting Documents” section.

It is during the preparedness phase that jurisdictions should consider how a comprehensive damage assessment would be conducted. Key activities include:

- Reviewing the Damage and Impact Assessment Form in this manual and assigning data gathering responsibilities to appropriate individuals who will form your damage assessment team;
- Training the damage assessment team on various techniques that will be employed during the damage assessment process, what information will be gathered, and what level of detail is needed; and
- Including damage assessment in response exercises so that the damage assessment team has an opportunity to practice its responsibilities.

HSEM has created a Damage Assessment Field Guide which will assist personnel responsible in collecting damage data. This guide provides clear descriptions of the terms and levels of damage used in wind- and flood-related disasters. This tool will enable assessors to make consistent and accurate damage assessments.

B. Damage and Impact Assessment Process

As soon as an affected area has been deemed safe to do so, an assessment may be conducted by the Minnesota Rapid Needs Assessment (RNA) team, in coordination with the local authorities, to provide initial information and intelligence about the overall scope and magnitude of the disaster.

The RNA will determine:

- The public infrastructure affected,
- An estimate of the number of homes affected,
- An estimate of the number of businesses affected,
- The number of citizens reported to be killed or injured,
- The demographics of the affected community,
- The overall impact of the disaster on the community,
- The impact on housing and the sheltering efforts currently in place,
- The nature of resources activated,
- The amount of resources activated,
- The projected resource needs,
- The projected unmet needs which may be anticipated

The next phase of damage assessment begins with the Initial Damage Assessment (IDA). This is different from the RNA in that the RNA is an immediate needs assessment where the Initial Damage Assessment is a process to determine whether the disaster may be outside the ability of the local government and state's ability to recover on its own. The IDA will provide basic information on the event, resources used, impacts on people and infrastructure, and should be provided within the first 12 hours after a disaster and every 12 hours thereafter during the response phase. The data collected from the Initial Damage Assessment can be used in the Damage and Impact Assessment Form to be forwarded to the county Emergency Manager.

The Damage and Impact Assessment Form is a tool to use to gather the information on the damages and impacts to the county from its cities, townships, school districts, watershed districts and tribal governments in the areas of Individual Assistance (people, business and industry, agriculture) and Public Assistance (infrastructure).

The information needed to properly assess the community for federal Individual Assistance consideration includes, but is not limited to:

- Number of fatalities
- Number of injuries
- Number evacuated
- Number sheltered
- Number of damaged homes and businesses
- Level of damages to homes and businesses

- Is the property insured for the damages incurred

The Damage and Impact Assessment Form is divided into two sections. The first section is to be used by the county emergency manager to consolidate all the data received from its jurisdictions, and the second section is to be used by the other jurisdictions within the county to provide the damage and impact information for the county's consolidated damage report.

In addition, there is a section to provide information on Hazard Mitigation. Every effort should be made to fill out this form as completely as possible and send it via e-mail or fax to HSEM as soon as it is safe to do so. This form can be used by the affected communities and HSEM as a basis to determine whether to request FEMA to conduct a preliminary damage assessment. Updates to the figures should also be e-mailed or faxed to HSEM as they become available.

C. Disaster Hotline

To help with the gathering of the data for the initial damage and impact assessment and to provide access to needed services for the victims of the disaster, many communities set up a local telephone hotline. The size, type, and location of the disaster are factors to consider before employing such a service. In disasters that have had limited impact on a community, a disaster hotline may have little value. Conversely, for larger-scale disasters that have a much more significant impact on the community, a disaster hotline could prove quite valuable. Another positive outcome from using a disaster hotline is to minimize rumors and misinformation.

Local government needs to establish operating procedures prior to the occurrence of a disaster, and consider the points outlined below. Voluntary agencies may provide significant assistance in setting up and maintaining a hotline operation.

The telephone number chosen should be independent, if possible, from the main switchboard. Incoming calls could jam other important phone lines.

- The telephone number should be well publicized in all areas of the disaster through news releases, flyers, etc., so that all those who need to call are aware of the service.
- The phone system should have rollover capability so that more than one phone can be used for answering the hotline.
- Sufficient numbers of operators should be available to answer the phones.
- Instructions should be given to the operators so that calls can be properly routed or responded to.
- Consideration should be given to maintaining the hotline on a 24-hour basis, if appropriate.
- Operators should keep a complete and accurate log of all incoming calls.

An average length of time that the hotline should be in existence would be one to two weeks beginning with the day of the disaster.

If the disaster results in a presidential declaration of a major disaster with human services programs, FEMA will immediately establish a toll-free hotline for the entire

disaster area and keep it operational throughout the disaster recovery process. The purpose of FEMA's toll-free hotline is for people who have suffered individual losses to register for FEMA disaster relief programs. It does not replace the need for a community hotline. **REMEMBER:** The application period deadline for individuals seeking federal assistance from FEMA is 60 days after the date the president makes the declaration. Applicants may contact FEMA after that date if they have questions regarding their applications, however, they **MUST** apply before the deadline.

D. Debris Management

Disasters create large amounts of debris. There are preparations that a jurisdiction can make before an event that will make debris removal and disposal go more smoothly. In preparing the community's emergency plan, a variety of hazards should be examined with an assessment of what types of debris would be generated by each. Once the likely types of debris have been identified, a debris plan can be developed. The plan would include the naming of a debris management team, tentative site identification for storage (both temporary and permanent), reduction methods, a list of qualified contractors, sample contract language if permitted by the city/county attorney, and any environmental issues identified.

Local elected officials should decide ahead of time to what extent the jurisdiction will be responsible for debris including how much will be picked up and paid for by the local government. They are also involved in decisions on demolishing structures made unsafe by the disaster as their demolition will change the very face of the community. They must take into consideration in making these decisions the fact that federal help may not be available.

D. Sorting Debris

Proper sorting of debris at the point of collection can save time and money. If citizens have sorting information early in the event, they can put items at the curb in appropriate piles. This practice avoids mixed loads that can be not only costly but can legally be refused at demolition landfills. Sanitary landfills are much more expensive to use than demolition ones but may be the only appropriate ones for unsorted loads.

The public information officer (PIO) should prescript public service announcements (PSAs) advising the public on how to sort its debris, when debris will be picked up, where there are drop-off sites, and other pertinent information. Once a debris-generating event has happened, it is critical to disseminate the PSAs as soon as possible. Sorting categories include:

- Trees and brush
- Demolition (construction materials)
- Household garbage (what is collected on a normal trash day)
- Household hazardous waste
- White goods (refrigerators, water heaters, etc.)
- Metal

Minnesota Pollution Control Agency (MPCA) plays a significant role in granting permits and advising local officials and landfill operators on disaster-generated debris. If a temporary storage site is used, MPCA can help a community determine how to restore it to its original condition as well as re-evaluate its landfill capacity after an event.

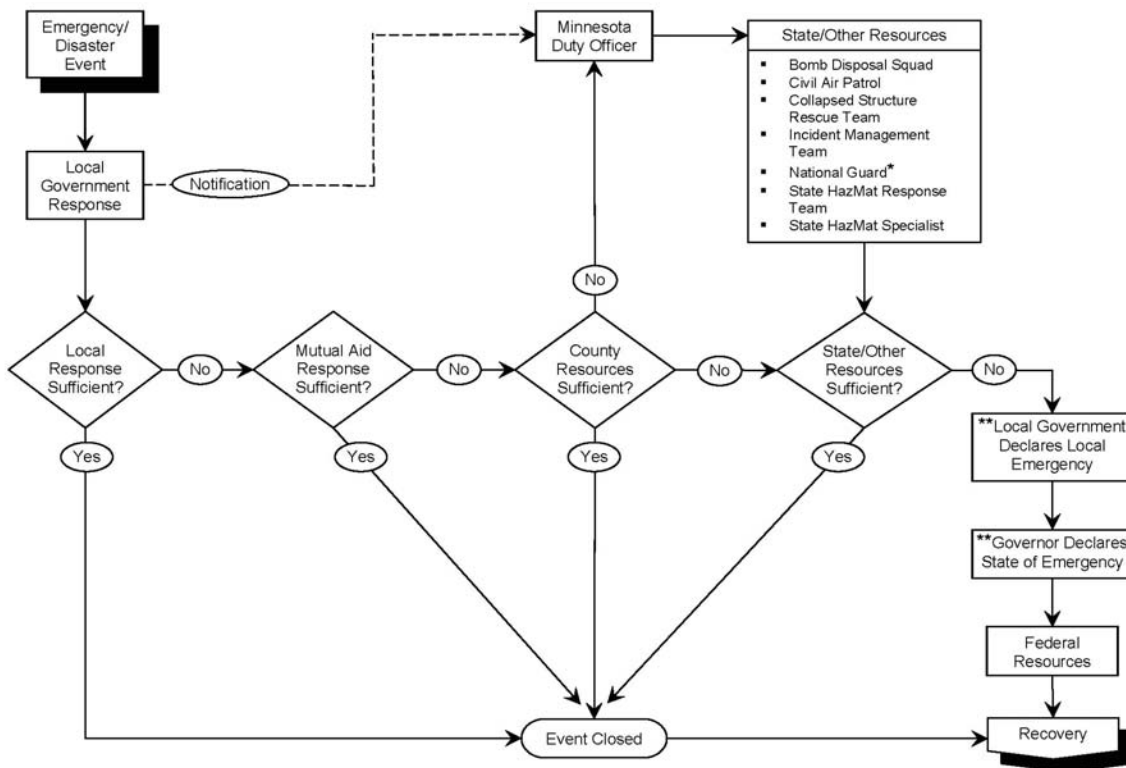
E. FEMA Assistance

If the disaster event is significant enough to warrant a presidential declaration of a major disaster, the local emergency manager should contact HSEM as soon as possible for advice on handling debris and demolition of structures. If a jurisdiction is to qualify for federal reimbursement for removing debris, the methods and expenditures must meet certain eligibility requirements. Most homeowners' insurance policies contain some coverage for demolition and disposal of a structure and have to be factored into cost estimates for debris removal. Eligibility for debris removal, demolition of structures, and contracting methods are under FEMA scrutiny. Local jurisdictions should consider developing a Debris Management Plan. A sample plan can be found on the FEMA web site (www.fema.gov).

It is advisable for all aspects of the debris issue to meet federal standards, regardless of the possibility of a declaration. HSEM Public Assistance staff can provide the latest information on current FEMA standards. The Division also sponsors the FEMA G202 Debris Management Course. Consult the HSEM Training Officer or the annual training calendar for dates, times, and places. You may also check the HSEM Web site at <http://www.hsem.state.mn.us>.

VII. Resources

A. Response Flow Chart



- * Requests for National Guard assistance must be submitted by the county sheriff, unless the requesting entity is a city of the first class.
- ** These declarations may be made earlier in the response to the emergency/disaster event.

B. Mutual Aid

Mutual aid has long been utilized as a structured method of asking for and providing additional resources in disaster situations. Most jurisdictions have some sort of mutual aid agreements with neighboring communities to share fire, police, ambulance, and public works services. These agreements are, in most instances, formal written agreements; but in some cases they are based on a handshake. It is recommended that formal written agreements be made wherever possible.

It is recommended that every manager have a formal or informal agreement with another emergency manager who is familiar with that jurisdiction's operations so the latter individual could then easily provide the extra coordination support that may be needed during the response and recovery phases. It is also recommended that he/she not be a "neighbor" in the sense that if you are impacted by a major disaster, your neighbor most likely will be, too. Contact the presidents of Association of Minnesota Emergency Managers (AMEM) or Metropolitan Emergency Managers Association (MEMA) for more information on asking for help from other emergency managers.

There are legal and financial implications for mutual aid. [Minnesota Statutes, chapter 12](#) contains specific guidelines on mutual aid within the state. If there is a major disaster declaration, FEMA will reimburse for costs associated with emergency assistance as long

as the assistance is directly related to the disaster event, is *eligible*, and is not dependent on a disaster declaration. In addition, a pre-incident mutual aid agreement must be in written form and signed by authorized officials.

Any mutual aid (formal or informal) agreements that are established should be reflected in the emergency operations plan and the accompanying standard operating procedures. When training and exercises are conducted, mutual aid should be evaluated. Having a “backup” from another jurisdiction makes it easier and more logical to accomplish the emergency operations plan review in “year three” of the four-year planning cycle.

C. Coverage and Liability Issues –

[League of Minnesota Cities Insurance Trust \(LMCIT\)](#)

When disaster strikes in Minnesota the response is always the same. Cities and other local governments around the state pitch in to help, sending equipment and crews of firefighters, police officers, public works and utilities workers, building inspectors, and whatever other help is needed. We see that same spirit of emergency assistance sometimes reaching beyond the borders of Minnesota, whether that means helping out with floods in Iowa or sending assistance to the coastal states impacted by a hurricane.

Providing and receiving disaster assistance raises some coverage and liability issues for Minnesota cities, some of which can be different when you’re responding out of state. This section outlines applicable statutes, summarizes how cities with League of Minnesota Insurance Trust coverage would apply, and some potential problems.

Providing assistance within Minnesota

Local emergency assistance statute [Minnesota Statutes, section 12.331](#) was first passed as part of the tornado relief bill in 1998. You could think of this law as a “default” mutual aid agreement for disasters. It clarifies the authority of local governments to both request and to provide emergency assistance without an existing mutual aid agreement, and addresses the liability issues that can arise from emergency assistance.

Section 12.331 sets out the following rules for when one political subdivision in Minnesota sends assistance to another Minnesota public body in an emergency (throughout this section “city” is used to identify the political subdivision, however, section 12.331 applies to counties, towns and other political subdivisions as well):

- Workers’ compensation

For purposes of workers’ compensation, the sending city’s employees are deemed to be acting within the scope of their duties as employees of the sending city. An injury to an employee of a city providing assistance would therefore be covered under his or her own city’s work comp coverage.

- Liability

For purposes of tort liability, employees of the city sending assistance are deemed to be employees of the city receiving assistance. It would therefore be the responsibility of the city receiving the assistance (and that city’s liability carrier) to defend and indemnify the sending city’s employee if that employee were sued for activities while providing the assistance. This provision eliminates much of

the potential for conflicts between the two cities if both were sued in a tort claim arising from the emergency assistance.

- Equipment

Damage to the sending city's equipment is the sending city's own responsibility.

Section 12.331 also provides the city receiving assistance must reimburse the city sending assistance for the compensation of the sending city's employees, for those employees' travel and maintenance expenses, and for any supplies used.

Keep in mind these statutory provisions only apply if there's not a written agreement between the two cities to address these points. If the sending and receiving cities prefer to handle any of these considerations differently, they can simply develop and sign a written agreement with terms more suitable to their needs.

Under the coverage provided by the League of Minnesota Cities Insurance Trust (LMCIT) when one Minnesota city provides emergency assistance to another under section 12.331, the following provisions apply:

- Injuries to the sending city's employees while assigned to provide emergency assistance in another city will be covered under the sending city's LMCIT workers' compensation coverage. This is because employees responding to another city's emergency are doing so at the direction of their employer, the sending city.

Employees who "self deploy" to an emergency in another city may not be afforded this same protection – a point cities should specifically call out to those groups of employees who are most often asked to assist somewhere else (i.e. firefighters, police officers, and emergency medical responders). The message is simple – deciding on your own to respond in another community's emergency is never a good idea. Doing so can be dangerous for you, can create liability problems for both cities involved, and often leads to disruptive confusion in situations that are already chaotic.

- Damage to any vehicles or equipment from the sending city will be covered by the sending city's LMCIT property or auto physical damage coverage, just as if the equipment were being used for any other city purpose.
- LMCIT liability coverage for the receiving city will respond to liability claims against the sending city's employees that arise in the course of providing emergency assistance. This is because employees of the sending city are deemed to be employees of the receiving city for tort liability purposes under section 12.331.
- For auto liability claims that arise from using the sending city's licensed vehicles in providing emergency assistance, both cities' coverage could theoretically apply. Where both cities are LMCIT members, LMCIT will treat the receiving city's LMCIT auto liability coverage as primary in this situation.
- In many cases, the city providing assistance will send vehicles and equipment, along with employees to operate them. In those cases, the vehicle is not considered to be a "borrowed" vehicle for the city that is receiving the assistance,

and that vehicle is therefore not covered by the receiving city's auto physical damage coverage. Damage to the vehicle or equipment would be covered under the sending city's auto physical damage coverage.

The vehicle is considered a "borrowed" vehicle only if it is being operated by and is in the care, custody, and control of, the city receiving assistance. If that is the case – a city sends its vehicles to be operated by the receiving city's employees or volunteers – then the receiving city's auto physical damage coverage is primary.

- When a city employee operates his or her own vehicle on city business, including responding to an emergency in another community, that vehicle is not considered to be a "borrowed" or "leased" vehicle. The receiving city's auto physical damage coverage through LMCIT therefore will not cover damage to the vehicle; nor will the sending city's LMCIT coverage.

Physical damage to an employee's car is at his or her own risk, just as it would be in his or her own city limits.

When a city borrows or rents vehicles or equipment from someone who is not a LMCIT member city, the city's LMCIT municipal liability and auto liability coverage will automatically respond to liability claims arising from the operation of vehicles or equipment that the city borrows or rents in an emergency. It is not necessary to schedule each individual vehicle in order to have coverage.

LMCIT blanket property coverage would cover any physical damage to vehicles or equipment you borrow or rent, up to a sublimit of \$500,000, as long as the equipment is in the city's care, custody, and control. There are a few cities that choose not to cover their small-value equipment at all. If your city doesn't have coverage for its own small-value mobile property, you don't have coverage for small-value equipment you borrow or lease either.

When a city provides emergency assistance under a mutual aid agreement with different provisions from the statute the coverage depends on what the mutual aid agreement says. If the mutual aid agreement between the two cities is silent about workers' compensation, tort liability, or damage to equipment, the provisions of the statute apparently would still apply on that particular issue. If the agreement specifically addresses any or all of those matters differently from the way the statute handles them, the terms of the agreement would govern.

If both cities are LMCIT members, liability and auto liability coverage shouldn't be a problem. Regardless of how the mutual aid agreement addresses tort liability, each city's respective LMCIT coverage would pick up whatever liability the city has under the agreement. That would include liability for its own employees' acts and any tort liability the city assumes under mutual aid agreement for the other city's employees' acts.

LMCIT strongly suggests cities avoid using mutual aid agreements which have language like "each party shall be responsible for its own liability." Although it may sound like a fair allocation of risk, this language sets up the potential for a defense conflict between the two cities if both are sued for a single incident. Under a contract provision like this, when a plaintiff sues both cities for their combined emergency response, the goal for each city becomes to show that the other city was more liable and should therefore pay the

claim. This kind of conflict can reduce both cities' chances of successfully defending the plaintiff's claim. In addition, each city will need its own defense attorney, resulting in greater legal expenses all around.

Volunteers

[Minnesota Statutes, section 12.22, subdivision 2a](#), says that a volunteer assisting a city in a disaster or emergency is considered a city employee, *if* the volunteer:

- Is registered with the city; and
- Is working under the direction and control of the city.

A registered city volunteer who is injured while assisting in a disaster would therefore be entitled to workers' compensation benefits. Like any city volunteers, disaster volunteers are automatically "covered parties" under the city's LMCIT liability coverage. Thus for LMCIT member cities, LMCIT would cover liability claims against a registered emergency volunteer working under the city's direction and control.

These volunteers do not need to be reported to LMCIT. However, because the statute specifies that emergency volunteers must be "registered", the city should maintain a record of the individuals that provide volunteer help to the city in an emergency (or at any other time for that matter). If an injury occurs, the LMCIT work comp claims staff will need that record to determine whether or not the individual is covered.

D. FEMA and Volunteers

In some disasters, individuals and organizations donate volunteer labor, equipment, and material. The federal government is not required to credit the value of "in-kind" contributions toward cost share arrangements. However, FEMA has determined that the value of "in-kind" contributions by third parties may be credited toward the calculation of the non-federal share for eligible emergency work following declared disasters.

Donated resources used on eligible work that is essential to meeting immediate threats to life and property resulting from a major disaster may be credited toward the non-federal share of grant costs under the Public Assistance (PA) Program. Donated resources may include volunteer labor, donated equipment, and donated materials.

Donated resources are eligible to offset the non-federal share of eligible Category A (Debris Removal) and B (Protective Measures) costs if they meet the following criteria:

- The donated resources must be documented by a local public official or a person designated by a local public official. The documentation must include a record of *hours worked*, the *work site*, and a *description of work* for each volunteer, and equivalent information for equipment and materials. Regional administrators may establish alternate documentation requirements when required by an extraordinarily demanding situation.
- The donated resources must apply to emergency work that has been organized by an eligible applicant and is eligible under the PA program.

The Minnesota Disaster Recovery Assistance Framework, [Supporting Document SD-19 Volunteer Tracking Log](#), can be used to assist local officials in recording volunteer activities.

Examples include, but are not limited to:

- Removing eligible debris.
- Filling and placing sandbags.
- Donating equipment to raise or reinforce a levee.
- Donating materials, such as rocks or sand.
- Search and rescue when part of an organized search and rescue operation.
- Professional safety inspections.
- Mass food and shelter for victims, when not the mission of the organization.
- The donated resources must be documented on one or more Project Worksheets (PWs).

[Code of Federal Regulations, Title 44, part 13.24](#) addresses how donated resources are to be valued. The following instructions are based on that part of the CFR:

- Volunteer Labor

The value of volunteer labor is addressed in [Code of Federal Regulations \(CFR\), Title 44, part 13.24 \(c\) \(1\)](#).

The rate placed on volunteer labor should be the same rate (plus reasonable fringe benefits) ordinarily paid for similar work within the applicant's organization. Premium rates will not be used. If the applicant does not have employees performing similar work, the rate should be consistent with those ordinarily performing the work in the same labor market.

To determine the value of volunteer labor, the labor rate should be multiplied by the total number of volunteer labor hours. Credit may be given for volunteer labor in any field reasonably required for emergency work, including the work of volunteer equipment operators.

- Donated Equipment

To determine the value of donated equipment determine the number of hours that each piece of donated equipment was used and multiply it by the applicable applicant's or FEMA's Equipment Rate, whichever is lower. The out-of-pocket cost to operate the equipment may be claimed as a donation for credit under this policy unless it is included in a reimbursed equipment rate.

- Donated Materials

Only materials donated by third party entities are eligible for credit. Typical donated materials include sand, dirt, and rocks, and other materials associated with flood-fighting activities. To determine the value of donated materials, use the current commercial rate for such material based on previous purchases or information available from vendors. Materials donated from other Federal agencies may not be included.

Non-LMCIT Communities

If your jurisdiction is not an LMCIT member, talk to your insurer about work comp, liability, and equipment coverage. Make sure your insurer will cover whatever exposures

you have, whether you're operating under the statute or under an agreement. Make sure that you understand what items or exposures you need to report to your insurer, and what the added coverage will cost.

Similarly, if your city receives assistance from a political subdivision that's not an LMCIT member, make sure that that political subdivision is aware of these various coverage and liability issues and has addressed them appropriately with their own carrier.

Providing Assistance Outside of Minnesota

Sometimes a Minnesota city is called to help in an emergency outside the state. Sending help to other states is of course very valuable to their disaster response needs, and may also provide some important "real life" training to local responders.

It's common in border communities to have mutual aid agreements that cross state lines. This is a perfectly acceptable practice and the provisions of that contract will control the arrangement, just as it would if both cities were in Minnesota.

It may sometimes be the case where a city in another state calls a Minnesota city directly to provide assistance, but the two cities don't have an existing mutual aid arrangement. Again, this is probably most common in border communities. This scenario can be a bit tricky, because state laws may differ in terms of how liability and workers' compensation issues are handled. In addition, things like immunity defenses, tort cap limits, or work comp benefits may also be different in another state.

In short, it's just not a good idea to provide one-to-one emergency assistance outside Minnesota without a written agreement already in place. LMCIT staff will be glad to work with member cities on developing such agreements. If you have resources that are so particularly unique that you are often called by communities outside Minnesota, you should check with HSEM about how best to manage those resources. All agreements with jurisdictions outside the state must be approved by HSEM in accordance with [Minnesota Statutes, section 12.27](#). You should consult with your city attorney to develop a standard agreement for sending resources outside Minnesota in an emergency.

It is also recognized that emergencies often overwhelm state and local governmental capability, transcend state and jurisdictional boundaries, and that intergovernmental coordination is essential for the protection of lives and property. This cooperation is also essential for the maximum use of available resources. Under the Minnesota Interstate Mutual Aid System (MIMAS) member states may request assistance from other member states to prevent, mitigate, respond to, or recover from an emergency or disaster. Any resources (personnel, assets and equipment) of a member state or approved jurisdiction may be made available to another member state or jurisdiction as approved by the state after that jurisdiction has entered in to an Intergovernmental Agreement (IGA) with the state of Minnesota.

Emergency Management Assistance Compact (EMAC)

Mutual aid between states in a major disaster or emergency is coordinated by the Emergency Management Assistance Compact (EMAC) and authorized under Minnesota Statutes, section 192.89. The purpose of EMAC is to provide for mutual assistance between the states entering into this compact in managing any emergency or disaster that is duly declared by the governor of an affected state, whether arising from natural

disaster, technological hazard, artificially created disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack.

EMAC also provides for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between states.

Although EMAC is a state-to-state arrangement, it's often the case that much of the actual emergency assistance is provided by local government employees rather than by state employees. EMAC contemplates that inter-state assistance by local governments will be requested, coordinated, and dispatched in Minnesota through the State Emergency Operations Center. When EMAC is activated, HSEM is notified of any need for assistance and HSEM in turn notifies local responders. The city sending assistance will sign an Intergovernmental Agreement (IGA) with the state of Minnesota that specifies the terms and conditions under which that assistance will be provided.

Both [Minnesota Statutes, section 192.91](#) and the current version of HSEM's Intergovernmental Agreement (IGA) provide that the city's employees are deemed to be state of Minnesota employees for purposes of tort liability. This provides two important protections for city employees responding under EMAC.

- It gives city employees immunity for liability claims arising from their acts or omissions while providing disaster assistance to another state. There's an exception for "willful misconduct, gross negligence, or recklessness."
- It provides that city employees providing inter-state disaster assistance under EMAC are considered agents of the requesting state for tort liability and immunity purposes. This basically makes the requesting state responsible to defend and indemnify the sending city's employees if they're sued.

In most cases therefore, liability should not be a concern for a city providing assistance in another state under EMAC. However, if it were to somehow happen that there was a liability claim against an LMCIT member city which was not handled by the state that was receiving the assistance, the city's LMCIT liability coverage would respond to that claim, just like any other liability claim against the city.

As is the case with providing assistance within the state of Minnesota under the emergency assistance statute, the sending city remains responsible under workers' compensation laws for their employees' injuries. A city's LMCIT work comp coverage would continue to apply under an EMAC response.

EMAC also provides for the state receiving assistance to reimburse the party providing assistance for damage to the assisting party's equipment. If for some reason an LMCIT member city wasn't reimbursed by the receiving state for damage to its equipment or vehicles, the city's LMCIT property and/or auto physical damage coverages would apply, just as with any other instance of damage to city vehicles or equipment.

The provisions of EMAC and associated HSEM intergovernmental agreements offer responding cities some very important protections. *It is therefore imperative that city employees NEVER self deploy to an emergency outside Minnesota. In the words of HSEM, "If you respond on your own, you are on your own."*

FEMA and Mutual Aid Agreements

Many state, tribal, and local governments and private nonprofit organizations enter into mutual aid agreements to provide emergency assistance to each other in the event of disasters or emergencies. These agreements often are written, but occasionally are arranged verbally after a disaster or emergency occurs. FEMA policy addresses both written and verbal mutual aid agreements and the eligibility of costs under the Emergency Management Assistance Compact (EMAC).

The National Incident Management System (NIMS) maintains that states should participate in these agreements and should look to establish intrastate agreements that encompass all local jurisdictions. FEMA policy supports the NIMS by establishing standard criteria for determining the eligibility of costs incurred through mutual aid agreements.

In general, to be eligible for reimbursement by FEMA, the mutual aid assistance should have been:

- *Requested* by a Requesting Entity or Incident Commander;
- Be directly related to a presidentially-declared emergency or major disaster, or a declared fire;
- Used in the performance of eligible work; and
- The costs must be reasonable.

FEMA *will not* reimburse costs incurred by entities that “*self-deploy*” (deploy without a request for mutual aid assistance by a Requesting Entity) except to the extent those resources are subsequently used in the performance of eligible work at the request of the Requesting Entity or Incident Commander.

The reimbursement provisions of a mutual aid agreement must not be contingent on a declaration of an emergency, major disaster, or fire by the Federal government. FEMA policy is applicable to all forms of mutual aid assistance, including agreements between Requesting and Providing (Sending) Entities, statewide mutual aid agreements, and the mutual aid services provided under the EMAC.

Pre-Event Written Mutual Aid Agreements

FEMA recognizes mutual aid agreements between Requesting and Providing Entities, and statewide mutual aid agreements wherein the state is responsible for administering the claims for reimbursement of Providing Entities. In addition, FEMA recognizes the standard EMAC agreement as a valid form of mutual aid agreement between member states.

- FEMA encourages parties to have written mutual aid agreements in place prior to a declared fire, emergency, or major disaster.
 - When a pre-event written agreement exists between a Requesting Entity and a Providing Entity, the Providing Entity may be reimbursed through the

Requesting Entity. In these circumstances, the Requesting Entity should claim the eligible costs of the Providing Entity, pursuant to the terms and conditions of the mutual aid agreement and the requirements of this policy, on its subgrant application, and agree to disburse the Federal share of funds to the Providing Entity.

- When a statewide pre-event mutual aid agreement exists that designates the state responsible for administering the reimbursement of mutual aid costs, a Providing Entity may apply, with the prior consent of the Requesting Entity, for reimbursement directly to the Grantee, in accordance with applicable state law and procedure. In such cases, the Providing Entity should obtain from the Requesting Entity the certification required in FEMA policy and provide it to the state as part of its reimbursement request.
- FEMA encourages parties to address the subject of reimbursement in their written mutual aid agreements. FEMA will honor the reimbursement provisions in a pre-event agreement to the extent they meet the requirements of FEMA policy, which is described in this segment.
- When a pre-event agreement provides for reimbursement, but also provides for an initial period of unpaid assistance, FEMA will pay the eligible costs of assistance after such initial unpaid period.
- When a pre-event agreement specifies that no reimbursement will be provided for mutual aid assistance, FEMA will not pay for the costs of assistance.

Post-Event Mutual Aid Agreements

When the parties do not have a pre-event written mutual aid agreement, or where a written pre-event agreement is silent on reimbursement, the Requesting and Providing Entities may verbally agree on the type and extent of mutual aid resources to be provided in the current event, and on the terms, conditions, and costs of such assistance.

Post-event verbal agreements must be documented in writing and executed by an official of each entity with authority to request and provide assistance, and provided to FEMA as a condition of receiving reimbursement. The agreement should be consistent with past practices for mutual-aid between the parties. A written post-event agreement should be submitted within 30 days of the Requesting Entity's Applicant's Briefing.

Force Account Labor Costs

The straight or regular-time wages or salaries of a Requesting Entity's permanently employed personnel performing or supervising emergency work are not eligible costs, pursuant to [CFR, Title 44, part 206.228\(a\)\(4\), and part 204.43\(c\)](#), even when such personnel are reassigned or relocated from their usual work location to provide assistance during an emergency. Overtime costs for such personnel are eligible and may be submitted as part of a subgrant application.

The labor force expenses of a Providing Entity will be treated as contract labor, with regular time and overtime wages and certain benefits eligible provided labor rates are reasonable. The labor force expenses of the Providing Entity will not be treated as contract labor if the labor force is employed by the same local or state government as the Requesting Entity.

In circumstances where a Providing Entity is also an eligible applicant in its own right, the determination of eligible and ineligible costs will depend on the capacity in which the entity is incurring costs. An applicant's straight-time wages are not eligible costs when the applicant is using its permanently employed personnel for emergency work in its own jurisdiction.

Requesting and Providing Entities may not mutually deploy their labor forces to assist each other so as to circumvent the limitations of FEMA policy.

The straight or regular-time wages or salaries for backfill personnel incurred by Providing Entities are not eligible for reimbursement. However, the overtime portion of the replacement personnel's salary is considered an additional cost of deploying personnel who perform eligible work and is eligible for reimbursement under this policy.

Types of Mutual Aid Work

There are two types of mutual aid work eligible for FEMA assistance: Emergency Work and Grant Management Work. Both are subject to the eligibility requirements of the respective Public Assistance and Fire Management Assistance Grant programs:

- **Emergency Work**

Mutual aid work provided in the performance of emergency work necessary to meet immediate threats to life, public safety, and improved property, including firefighting activities under the FMAG program, is eligible.

Examples of eligible emergency work include:

- Search and rescue, sandbagging, emergency medical care, debris removal;
- Reasonable supervision and administration in the receiving state that is directly related to eligible emergency work;
- The cost of transporting equipment and personnel by the Providing Entity to the incident site, subject to the requirements of FEMA policy;
- Costs incurred in the operation of the Incident Command System (ICS), such as operations, planning, logistics and administration, provided such costs are directly related to the performance of eligible work on the disaster or fire to which such resources are assigned;
- State Emergency Operations Center or Joint Field Office assistance in the receiving state to support emergency assistance;
- Assistance at the National Response Coordination Center (NRCC), and Regional Response Coordination Center (RRCC), if requested by FEMA (labor, per diem and transportation);
- Dispatch operations in the receiving state;
- Donations warehousing and management (eligible only upon approval of the Assistant Administrator of the Disaster Assistance Directorate);
- Firefighting activities; and,
- Dissemination of public information regarding health and safety measures.

Examples of mutual aid work that are not eligible include:

- Permanent recovery work;
 - Training, exercises, on-the-job training;
 - Long-term recovery and mitigation consultation;
 - Costs outside the receiving state that are associated with the operations of the EMAC system;
 - Costs for staff performing work that is not eligible under the PA or the FMAG programs;
 - Costs of preparing to deploy or “standing-by”;
 - Dispatch operations outside the receiving state;
 - Tracking of EMAC and U.S. Forest Service Incident Cost Accounting and Reporting System (ICARS) resources; and
 - Situation reporting not associated with ICS operations.
- **Grant Management Work**

For PA only, work associated with the performance of the Grantee's responsibilities as the grant administrator. Use of EMAC-provided assistance to perform these tasks is eligible mutual aid work.

Eligible Applicants

Only Requesting Entities are eligible applicants for FEMA assistance. With the exception of eligible state activities below, a Providing Entity must submit its claim for reimbursement to a Requesting Entity.

States may be eligible applicants when statewide mutual aid agreements or compacts authorize the state to administer the costs of mutual aid assistance on behalf of local jurisdictions.

Reimbursement of Mutual Aid Costs

Requesting and Providing Entities must keep detailed records of the services requested and received, and provide those records as part of the supporting documentation for a reimbursement request.

A request for reimbursement of mutual aid costs must include a copy of the mutual aid agreement - whether pre or post-event between the Requesting and Providing Entities.

A request for reimbursement of mutual aid costs should include a written and signed certification by the Requesting Entity certifying:

- The types and extent of mutual aid assistance requested and received in the performance of eligible emergency work; and
- The labor and equipment rates used to determine the mutual aid cost reimbursement request.

FEMA will not reimburse the value of volunteer labor or the value of paid labor that is provided at no cost to the applicant. However:

- To the extent the Providing Entity is staffed with volunteer labor, the value of the volunteer labor may be credited to the non-Federal cost share of the Requesting Entity's emergency work Donated Resources.
- If a mutual aid agreement provides for an initial period of unpaid assistance or provides for assistance at no cost to the Requesting Entity, the value of the assistance provided at no cost to the Requesting Entity may be credited to the non-Federal cost share of the Requesting Entity's emergency work under the provisions of FEMA policy related to donated resources.

Reimbursement for work beyond emergency assistance, such as permanent repairs, is not eligible for mutual aid assistance.

For PA only, reimbursement for equipment provided to a Requesting Entity will be based on FEMA equipment rates, approved state rates or, in the absence of such standard rates, on rates deemed reasonable by FEMA.

For FMAG only, reimbursement for equipment provided to a Requesting Entity will be based on [CFR, Title 44, part 204.42 \(b\)\(3\) and \(4\)](#).

For PA only, reimbursement for damage to equipment used in emergency operations will be based on [FEMA Recovery Policy #9525.8](#), Damage to Applicant Owned Equipment.

For FMAG only, reimbursement or replacement of equipment damaged or destroyed in the course of eligible firefighting activities will be based on [CFR, Title 44, part 204.42 \(b\)\(5\), and \(6\)](#).

For PA only, reimbursement for equipment purchased by a subgrantee to support emergency operations will be based on Recovery Policy #9525.12, Disposition of Equipment, Supplies, and Salvaged Materials.

If your city is working under an agreement rather than under the statute in either providing or receiving disaster assistance, make sure you understand your responsibilities under that agreement. It's a good idea to have your city attorney review all mutual aid agreements.

E. Non-governmental Resources and Planning

Voluntary organizations in Minnesota are strong partners of local, county, state, and federal emergency managers during all four phases of disaster. They have very significant roles in disaster planning, preparedness, response, and mitigation for two main reasons:

- Many times they are the only disaster assistance provider, particularly in “small” disasters; and
- They can mobilize their forces very quickly and begin to meet basic human needs almost immediately.

Over 30 Minnesota voluntary agencies provide assistance to disaster victims or responders. Some of the major roles that responding agencies fill include:

- Mass care (emergency feeding and sheltering)
- Damage assessment
- Donations management
- Volunteer coordination
- Critical incident stress management (CISM)
- Client case management
- Disaster health services
- Disaster mental health services
- Pastoral care
- Clean-up of debris (particularly for vulnerable populations and on private property)
- Child care
- Long-term/unmet needs

Voluntary Agency Coordination Efforts

Several Minnesota voluntary agencies have come together to find ways to provide more effective services to victims of disaster and to better coordinate their efforts with those of government and business community responders.

Minnesota Voluntary Organizations Active in Disaster (MNVOAD) is a state affiliate of a national organization, composed of secular and faith-based voluntary organizations. They work to improve their effectiveness on disaster relief operations by promoting:

- Collaboration,
- Cooperation,
- Communication, and
- Coordination among partner agencies responding to disasters.

During times of disaster, MNVOAD convenes regular meetings (by conference call or in-person) of partner organizations to search for opportunities to help each other provide better service to disaster clients by working with each other and with government

emergency managers. During the preparedness phase, MNVOAD promotes voluntary agency readiness through its sponsorship of disaster training seminars for agency personnel.

MNVOAD helps during times of disaster by coordinating the response of the voluntary agency community, promoting joint disaster relief efforts and co-locating disaster client service centers and promoting partnerships between agencies with equipment and those with personnel. They also play a leading role in coordinating emergent volunteer efforts.

FEMA Independent Study Course IS-288, *The Role of Voluntary Agencies in Emergency Management*, provides a much more detailed listing of potential services that voluntary agencies provide.

Notification and Activation Procedures

Local government officials are encouraged to contact local representatives of voluntary organizations located in the county or city before disasters strike. Invite local voluntary agency leaders to become partners with government emergency responders, asking them to participate in exercises, training opportunities, and planning sessions that concern them. Call them in to assist during emergencies and become familiar with their capabilities. This could become very important, particularly in a small disaster, when government individual assistance response is limited.

When disasters strike, emergency managers can turn to local representatives of voluntary agencies first for assistance. If the emergency situation requires more assistance than local responders can provide, then assistance can be requested from state-level or even national-level voluntary agencies. During normal business hours, the HSEM Volunteer Resource Coordinator can help you develop links with local voluntary agency responders and state-level voluntary response organizations. At other times, the Minnesota Duty Officer can help local emergency managers contact voluntary agencies for assistance.

Donations and Volunteer Management Plans

Unmanaged (or poorly managed) donations of goods, cash, and volunteer help can seriously complicate otherwise well-run disaster response operations. Developing local donations and volunteer management plans can help jurisdictions handle this “second disaster,” by matching verified disaster needs of stricken communities with unsolicited offers of goods, offers of service from unaffiliated volunteers, and undesignated offers of money.

Donations Coordination Teams should be set up in local jurisdictions. They consist of government and voluntary agency partners and work cooperatively to get goods, funds or help to where the need is greatest. A state Donations Coordination Team and a state Donations Management Plan have also been established to deal with larger-scale events. Emergent volunteer coordination plans should also be developed, to handle these offers at the local level.

Animal Issues

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act) constitutes the statutory authority for most FEMA disaster response activities and programs. This act was signed into law on November 23, 1988, and it amended the Disaster Relief Act of 1974. These acts neglected to include any stipulations to include

pets. Hurricane Katrina highlighted the fact that many individuals when faced with a decision between evacuating and abandoning their pets or risking their own personal safety and staying with their pets often chose the later. Thus, the issue of animals needed to be addressed in emergency planning, not only the safety of the animals but for the safety of their owners. As a result of those issues, the PETS Act was authored and signed into law in 2006.

Requirements of PETS Act for FEMA and State and Local EMAs

The PETS act requires states to include stipulations requiring emergency preparedness authorities to consider animals in their disaster plans to qualify for FEMA grants. Neglecting to include household pets and service animals in disaster plans will disqualify jurisdictions from some FEMA funding. Furthermore, the PETS act authorized federal funds to be used to help create pet emergency shelter facilities. These funds are to be used for constructing, retrofitting, leasing or renovating shelter facilities to allow these facilities to accommodate both people and animals. Lastly, the PETS act allows FEMA to modify existing legislations in order to ensure that federal assistance is provided in a disaster for the rescue, care, and shelter of household pets and service animals and their owners.

HSEM is currently drafting animal response plans using the guidance identified under the PETS Act.

Expectations and Impact of the PETS Act on the Pet Owner

The PETS act also has an impact on individual pet owners throughout the United States. FEMA has provided suggestions and best practices for pet owners. FEMA suggests “All households should stock emergency supplies for 72 hours of relative independence, until systems come back on line, or help arrives.” The rationale behind the 72 hours timeframe is that after a disaster, infrastructure may be damaged and public safety services such as police and fire departments may not be able to respond immediately.

Emergency Preparedness for the Pet Owner under the PETS Act

Preparation before a disaster is essential, especially for the pet parent, because disasters are so unpredictable and involve pets that depend on their human’s action for survival. Preparedness must take place before the event for best results. Preparation is best conducted in calm and relaxing setting with plenty of time to make the right decisions.

Before a disaster strikes pet owners should identify a shelter that accepts both animals and people or one specifically for animals. Finding a backup shelter is also a good idea, in case the disaster limits access to shelters. As mentioned previously a 72 hour survival kit, including the pet’s food and water supply, medicines, secure pet carrier(s), pet hygiene products, and ideally some toys (to keep the pet busy) is encouraged particularly if the family is evacuating. Plans need also to be made for sheltering in place events. Pet owners should ensure that their pets and/or service animals have proper and up to date identification tags along with updated veterinary records as these are mandated by a majority of emergency shelters and rescue groups.

F. Critical Incident Stress Management

A critical incident is defined as any traumatic event that is outside the usual range of human experience. These events have the potential for causing traumatic stress reactions

that may impair cognitive, emotional, or behavioral function at the time or later. A program called Critical Incident Stress Management (CISM) is designed to assist emergency responders and communities that are exposed to critical incidents. A variety of professional groups serve those exposed to critical incidents.

CISM for Emergency Responders

A network of CISM-trained professionals has formed teams to provide services in geographic areas of Minnesota. These CISM teams have four different services; any or all can be requested. They are as follows:

- On the scene support services (for large or prolonged incidents);
- Demobilization briefings, which are carried out at the scene at the end of shifts;
- Initial defusing, which is done shortly after the incident; and
- Formal debriefing, which is conducted after the incident and led by mental health professionals.

For the CISM teams responding to geographic areas of Minnesota, areas and contact information are as follows:

Greater Northwest and West Central Teams	(218) 281-0431
Southwest Team	(507) 537-7666
South Central Team	(507) 387-8744
Head of the Lakes Team	(218) 727-8770
Central Team	(800) 556-4911
Metro Team	(612) 347-5710
Southeast Team	(800) 237-6822

CISM Team Services Request Procedures

- Call the Minnesota Duty Officer or your area team number and ask for any or all of the services listed above.
- A CISM team coordinator will call you to respond to your request.
- He/she will ask for the following information: a brief description of the incident, the agencies that were involved in the response to the incident, a potential time and place to provide services, and the anticipated number of people expected to need CISM assistance.
- You, the caller, are responsible for notifying other agencies and obtaining a site for services.

CISM for Individuals and Communities

Individuals and community groups may have need of CISM services, particularly with an event that either directly affects a large part of a community or involves tragic deaths as a result of a disaster or emergency. Many of the voluntary agencies with a disaster mission have professional counseling and debriefing services to offer and they target individuals and community members suffering after critical incidents. To request these services, call the Minnesota Duty Officer after business hours or the HSEM Volunteer Resource Coordinator. Local expertise within local voluntary organizations can be part of the planning process.

G. Resources Available Through the State

The state and federal governments have access to a variety of personnel, supplies, and equipment that can supplement the response and recovery effort of the impacted jurisdiction. However, direction and control of a disaster situation always remains with the local incident manager. In some special cases where a federal crime scene exists or other federal investigation is required, the affected federal authorities take over that portion of the response effort. They should never, however, be expected to assume direction and control over the entire incident. This section reviews some of the more commonly used state and federal resources and the methods of accessing them.

Local Resources: The First Line of Defense

Almost any type of disaster of any size involves one or more local jurisdictions. Those local jurisdictions provide the initial response simply because they maintain the resources for the initial response. Direction and control should always remain with the local authorities; the only exception to this would be in extreme cases where local authorities relinquish that responsibility. When supplemental forces (military or civilian) are requested, direction and control of those forces remains with the unit commander who, in turn, is directed by the incident manager. It is important for local authorities to remember that before state and/or federal resources are brought in, local resources must be exhausted or unavailable and a local state of emergency declared. A sample resolution for declaring a state of emergency can be found in the Supporting Documents section. In only extreme cases will state and/or federal resources be employed in lieu of local resources. Fully developing a resource manual at the local level will ensure that all locally available resources, which are usually the most cost effective, are utilized.

Minnesota Duty Officer Program

The Minnesota Duty Officer Program provides a single answering point for local and state agencies to request state-level assistance for emergencies, serious accidents or incidents, or for reporting hazardous materials and petroleum spills. The duty officer is available 24 hours per day, seven days per week and is located in the Bureau of Criminal Apprehension Operations Center in Saint Paul.

Examples of incidents the duty officer can assist with include (but are not limited to):

- Natural disasters (tornado, fire, flood etc)
- Requests for National Guard
- Hazardous materials incidents
- Search and rescue assistance
- AMBER Alerts
- Requests for Civil Air Patrol
- Radiological incidents
- Aircraft accidents/incidents
- Pipeline leaks or breaks
- Substances released into the air

The Minnesota Duty Officer will coordinate requests for resources during any incident where assistance is needed from one or more of the following state agencies or when one or more of the following state agencies has a reporting requirement:

- Department of Agriculture
- Department of Commerce
- Department of Education
- Department of Health
- Department of Human Services
- Department of Military Affairs
- Department of Natural Resources
- Department of Transportation
- Minnesota Office of Enterprise Technology
- Minnesota Pollution Control Agency
- Department of Public Safety
- Bureau of Criminal Apprehension
- Homeland Security and Emergency Management
- Minnesota Joint Analysis Center
- Minnesota State Patrol
- State Fire Marshal

In addition, the Minnesota Duty Officer coordinates requests for other resources that may be required during emergency or disaster operations such as listed.

- Minnesota Arson Hotline
- Local bomb squads
- Chemical assessment teams
- Emergency response teams
- Fire and rescue mutual aid
- Amateur radio (ARES/RACES)
- Minnesota voluntary organizations
- Fire chiefs assistance teams
- Search-and-rescue dogs
- Interagency Fire Center
- U.S. Air Force Search and Rescue Center

When the Minnesota Duty Officer receives a call of an incident, he/she will make notifications to state agency personnel with the expertise and/or resources to assist the caller. Furthermore, if an incident occurs for which one or more federal or state laws

require notification to the state, one call to the Minnesota Duty Officer will satisfy that requirement.

When reports of hazardous materials spills are received, a copy of the report will be faxed back to the county for informational purposes only. Local emergency management personnel are encouraged to call the Minnesota Duty Officer for status reports of ongoing incidents within their counties.

The telephone numbers to be used to contact the Minnesota Duty Officer are:
(651) 649-5451 (Metro area) or (800) 422-0798 (Greater Minnesota).

Minnesota Interagency Fire Center

The Minnesota Interagency Fire Center (MIFC) in Grand Rapids, Minnesota, is home to the Northeast Interagency Fire Cache (NEIFC) which is part of the National Fire Equipment System (NFES). The cache in Grand Rapids houses enough equipment and supplies to support an incident of up to 2,500 people. The equipment is managed and provided by the member agencies of the Minnesota Incident Command System (MNICS).

Supplies and equipment at the cache are available and can be utilized throughout the state of Minnesota for incidents besides forest fires. Some of these incidents would include flooding, power outages due to winter/summer storm damage, communications loss, etc. Equipment furnished by the cache is on loan for the duration of the incident and must be promptly returned for refurbishing. Equipment requests can be made through the Minnesota Duty Officer. The Minnesota Duty Officer will notify MIFC of the request, and if needed, the requester can be linked on a conference call with MIFC. The MIFC Duty Officer will then determine the availability and resources as needed.

Requests will be accepted by the Minnesota Duty Officer from both the public and private sectors, but it is recommended that equipment requests be directed through the local authorities (i.e., emergency management director, sheriff department, etc.).

Examples of available equipment include various sized pumps, electric generators, and portable communication devices.

Supplies and equipment should be picked up at the cache. If the cache has to deliver equipment, there will be a charge for gas and wages. There will also be a refurbishment charge and a replacement charge if the equipment is not returned to the cache.

Minnesota National Guard

The Minnesota National Guard is made up of more than 11,000 citizen soldiers. The Guard is located in more than 60 communities and 50 counties statewide. The governor is the Commander in Chief of all Minnesota Air and Army National Guard units that are not on active federal service.

The National Guard may assist local authorities when the situation is beyond the capacity of local and state government and all civilian resources have been exhausted. The governor must formally activate the National Guard and authorize state funding to pay for operations.

Some of the typical missions the National Guard performs during emergencies include:

Security

- Traffic control,

- Evacuation,
- Search and rescue,
- Wildfire fighting,
- Debris clearance,
- Civil disturbance control, and
- Providing facilities and specialty equipment

County sheriffs and the mayors of Minneapolis, St. Paul, and Duluth are authorized to request National Guard assistance using the following procedures. Local officials must forward their requests through their sheriff.

- Sheriff/mayor forwards the request to the Minnesota Duty Officer.
- Minnesota Duty Officer contacts the director of HSEM of designee.
- HSEM coordinates mission with the National Guard and forwards a recommendation to the governor.
- Governor approves request.
- National Guard representative contacts the local incident commander to coordinate deployment of Guard resources.

The National Guard provides assistance; they will not take over management of the incident. Local authorities remain in charge of the overall response. National Guard officers retain control of military personnel and equipment at all times.

Supporting Document 17 also provides a checklist of the National Guard request criteria.

Hazardous Materials Regional Response Team Program

The purpose of the Hazardous Materials Regional Response Team Program is to assist local authorities in protecting the public, property, and the environment from the immediate effects of a hazardous materials release through the implementation of a statewide hazardous materials emergency response system.

The system consists of several teams of technically trained personnel drawn from existing public and private organizations and operating under contract with the Minnesota Department of Public Safety. There are two types of teams, each having a different function:

- *Hazardous Materials Chemical Assessment Teams* assist local authorities when requested by providing technical advice to local incident commanders, recommending mitigation actions, but are not limited to, preventing the release, mitigating the effects of the release, and stabilizing the emergency situation. A Chemical Assessment Team (CAT) is comprised of a minimum of five trained personnel: one specialist and up to four technicians
- *Hazardous Materials Emergency Response Teams* assist local authorities when requested by a CAT. Emergency Response Team (ERT) actions include, but are not limited to, preventing the release, mitigating the effects of the release, and stabilizing the emergency situation. An ERT is comprised of nine trained personnel: four specialists, four technicians, and one medical support officer

trained at the operations level. The ERT also serves as a CAT in its designated area.

The state has been divided into several hazardous materials response areas. Each area is served by one CAT and one ERT.

CATs are:

- Mankato Department of Public Safety, Fire Bureau;
- Arrowhead Haz-Mat Team, Grand Rapids;
- West Central Environmental Consultants, Morris;
- St. Cloud Fire Department;
- North Metro Haz-Mat Team, Spring Lake Park, Blaine, Moundsview (SBM);
- Hopkins Fire Department;
- Duluth Fire Department;
- Moorhead/Fargo Fire Departments;
- Rochester Fire Department; and
- Merit CAT, Marshall.

The ERT is the St. Paul Fire Department.

Teams may be dispatched only at the request of local authorities. Incidents must be fixed facility or transportation related. Local personnel must have been dispatched to the scene, assessed the situation, and determined that the needs of the incident exceed their level of hazardous materials training and response capability. The Minnesota Duty Officer is the point of contact for requesting team assistance. The diagram shown on the following page depicts the team dispatch process.

Teams must operate within the local incident command structure and coordinate their response with that of local authorities, state and federal agencies, and the person responsible for the release. Teams serve in support of local authorities and may not assume overall command of the incident. Teams may not transport, store or dispose of hazardous materials from an incident or perform remedial cleanup actions at the scene of an incident. For more information contact the HSEM Hazardous Materials Planners at (651) 201-7447.

FEMA - Mobile Emergency Response Support Detachment

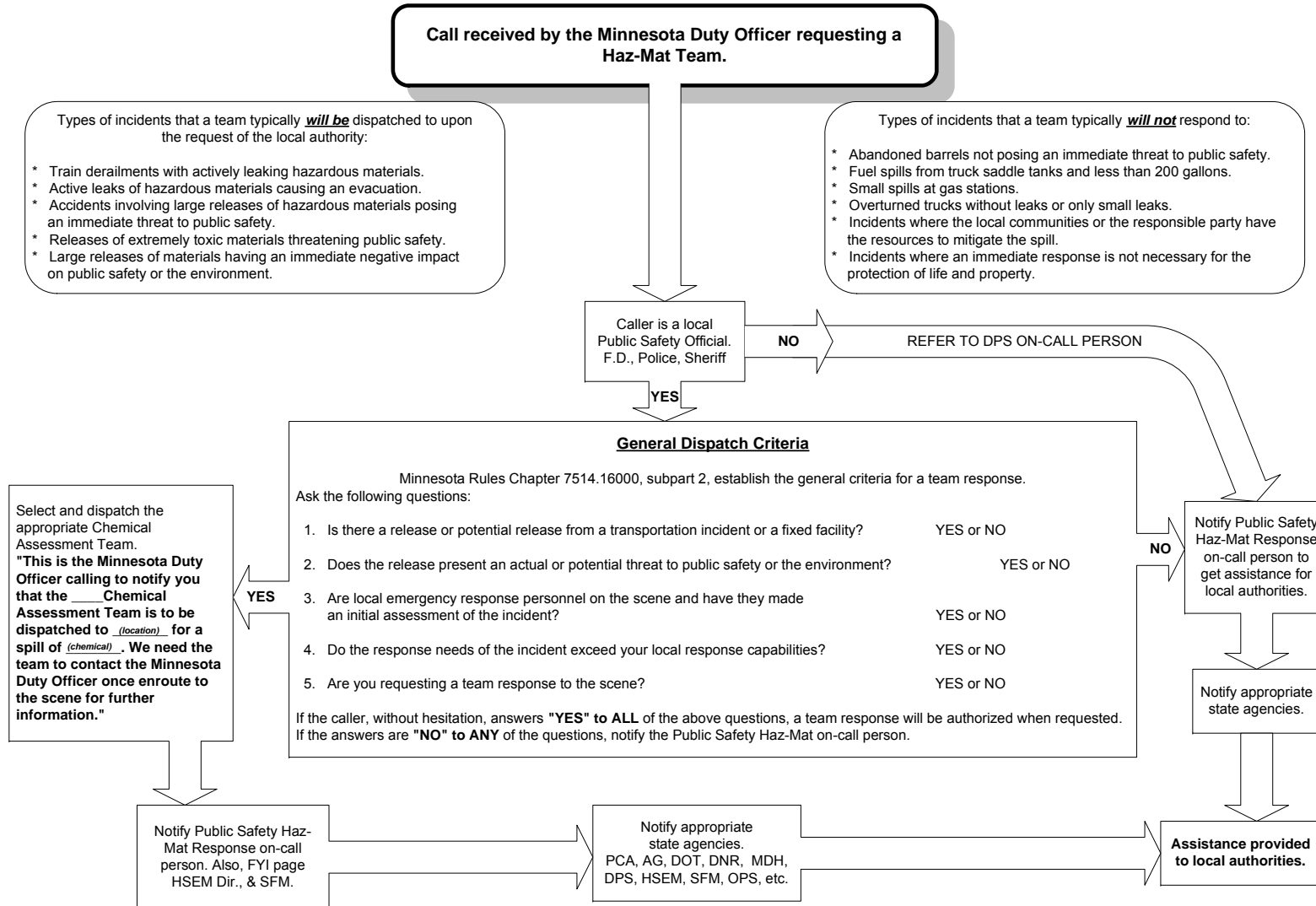
Units called Mobile Emergency Response Support (MERS) Detachments are part of FEMA. The MERS Detachment that serves Minnesota is based in Denver, Colorado. MERS has trained personnel and specialized equipment that can provide a wide variety of logistical and communications support in any major disaster situation. The MERS Detachment is requested by the state. If a local jurisdiction needs logistical or communication support in major disaster response effort, a request can be made to HSEM.

Federal Investigative Agencies

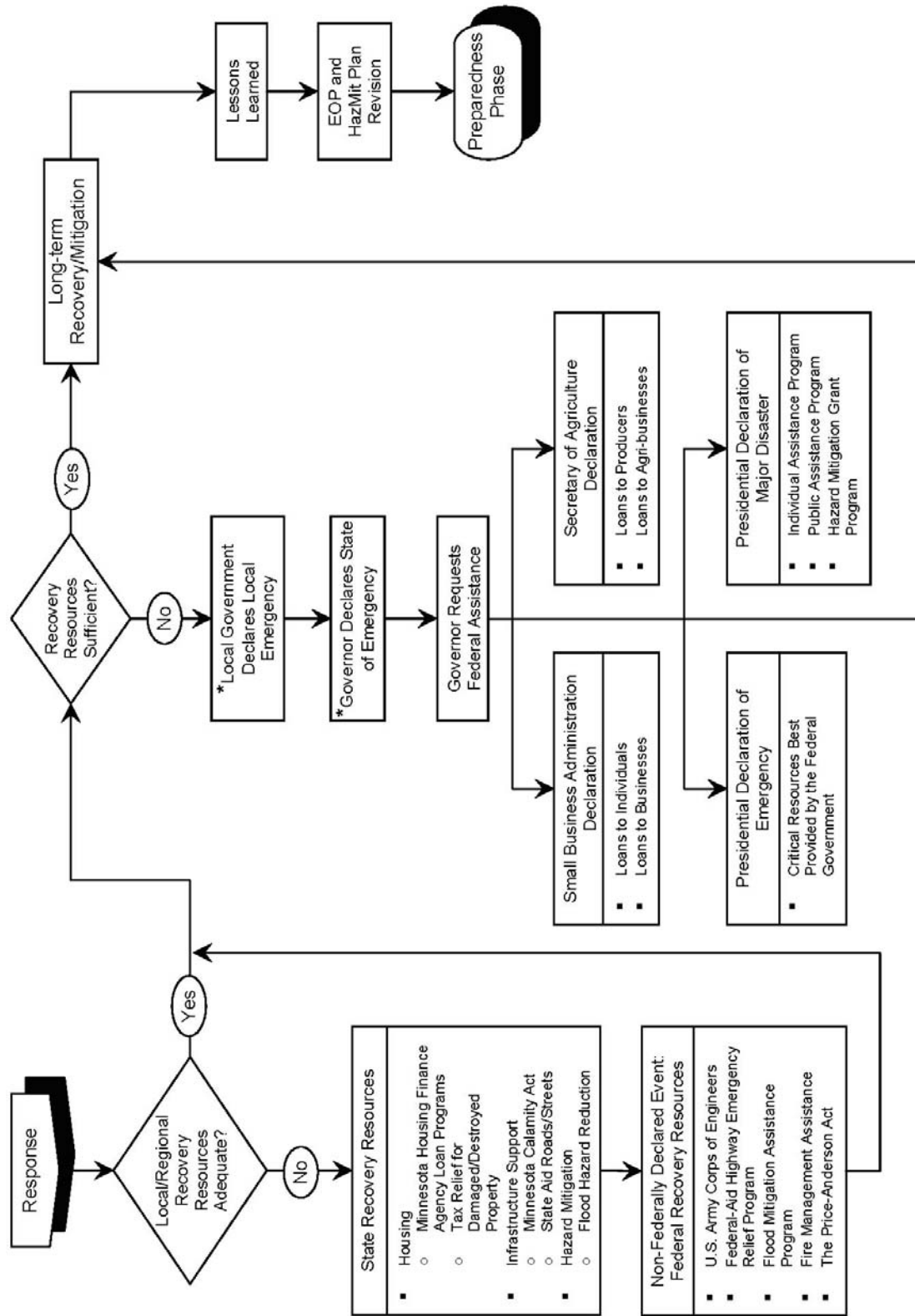
When certain disasters occur that are a result of a federal criminal act or require federal investigation, certain federal agencies will respond to the disaster scene and perform this

function. They do not and will not assume command and control. Examples of this type of federal support include the Federal Bureau of Investigation (FBI), which can also respond with the Nuclear Emergency Support Team (NEST); the Bureau of Alcohol, Tobacco, and Firearms (ATF); and the National Transportation Safety Board (NTSB). In most instances, these agencies arrive on the scene without notification by the local authorities; however, requests for their response or consultation can be done through the Minnesota Duty Officer.

Chemical Assessment Team (CAT) Dispatch Process



VIII. Recovery Flow Chart



* These declarations may be made earlier in the response to the emergency/disaster event.

IX. The Disaster Declaration Process

The federal government has traditionally been the level of government that provides the greatest amount of disaster assistance for *catastrophic* disasters. These disaster assistance programs and processes are identified in the Robert T. Stafford Act.

In a disaster situation in which all local and state resources have been committed and unmet needs remain, a state may petition the president to issue a declaration of a major disaster. The first step in seeking any declaration is to conduct a thorough damage assessment at the local level. This damage assessment, conducted by local officials, provides the basis for HSEM to seek additional state resources and to determine if the extent of damages warrants a request from the governor to the president for additional assistance. *The justification to seek a presidential disaster declaration is made on the basis of unmet needs and the impact on the affected community(ies), not solely on the dollar amount of damages.*

The three major programs available under a Presidential Declaration of a Major Disaster are Individual Assistance (Human Services), Public Assistance (Infrastructure Support), and Hazard Mitigation.

If the decision is made to seek a presidential declaration, HSEM, with the support of local authorities, will request that FEMA participate with HSEM to conduct a Preliminary Damage Assessment (PDA). If FEMA concurs that damages may indeed be sufficient to warrant a declaration, it will send a team of inspectors for the programs requested by the state. This verification of damages by HSEM and FEMA inspectors is called a "Preliminary Damage Assessment."

The following is the process on how a local disaster can grow into a presidential major disaster declaration.

A. Emergency Declarations

Each local government carries with it the responsibility for the welfare of its citizens to the extent of its capabilities and resources. Through either the State Emergency Operations Center (SEOC), or other HSEM staff, a clear channel of communication will exist between the state of Minnesota and the affected county (ies) during its response and recovery efforts. The county emergency manager will be the point of contact for the affected county.

Local Emergency

After committing all available local resources to the recovery efforts of the affected community(ies) a local emergency may be declared. A local emergency will be declared only by the mayor of a municipality or the chair of a county board of commissioners or their legal successors. It may not be continued for a period in excess of three days except by or with the consent of the governing body of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local emergency must be given prompt and general publicity and filed promptly by the chief of the local record-keeping agency of the political subdivision.

A declaration of a local emergency invokes necessary portions of the response and recovery aspects of applicable local or inter-jurisdictional disaster plans, and may authorize aid and assistance under those plans.

The benefit of local governments declaring an emergency, may include, but, not limited to:

- Creates additional powers, authorities, and procedures;
- Extend liability coverage;
- Expand mutual aid agreements, and;
- Required to receive state and federal assistance

Once the disaster has grown beyond the capabilities of the local city or township, the county may also declare an emergency. If the disaster is beyond the county's capabilities, the County Emergency Manager, acting on the behalf of the local jurisdiction(s), will forward an official written request for state assistance to the Minnesota Division of Homeland Security and Emergency Management through the main FAX telephone number of 651.296-0459 and provide the following:

- A description of the disaster incident;
- Its impact on the community and/or county;
- Indication or estimate of the of the committed local resources;
- A specific request for the type(s) of state assistance needed.

The County may present this information in a local disaster declaration; an example can be found in the Supporting Documents section. If necessary, a County Disaster Assessment Team may be formed under the leadership of the County Emergency Manager. If a local Disaster Assessment Team exists, it should be utilized to provide disaster information to HSEM and/or the Minnesota Rapid Needs Assessment Team, as support documentation and further consideration of additional recovery assistance.

The adoption and adherence to the Minnesota Disaster Recovery Assistance Framework by any local jurisdiction may assist them in the disaster recovery effort and provide them with a framework prior to a disaster incident.

Governor's State of Emergency Declaration

Upon receipt of a county's request for state recovery assistance, the governor may, at the recommendation of the Director of Homeland Security and Emergency Management, declare the affected county as in a state of emergency.

A declaration of a state of emergency shall activate the disaster response and recovery aspect of the Minnesota Emergency Operations Plan applicable to the political subdivision or area in question and be authority for the deployment and use of any forces to which this handbook identifies, and/or the Minnesota Emergency Operations Plan or Minnesota Disaster Recovery Framework applies, and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available.

State resources may be available without a formal governor's declaration. Technical assistance from state resources may become available before local resources are exhausted.

B. Damage Assessments

Initial Damage Assessment

When deemed necessary and following the local immediate needs assessment, an Initial Damage Assessment (IDA) will be performed by the local jurisdiction. The purpose of the IDA is to determine the specific impact and magnitude of damages from the disaster and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Following the accurate collection of this data, the Director of HSEM and the governor of Minnesota will determine whether to pursue and request supplemental state and/or federal recovery assistance and/or to request a joint federal-state-local Preliminary Damage Assessment.

In order for HSEM to report an accurate assessment of damages to the federal government, local authorities must document their damages as complete as possible. This includes detailed mapping of the disaster site(s), photos of the damages, a summary report of damages, the impact that those damages may have on the community, and any casualties incurred as a result of the disaster.

HSEM has created a "Damage Assessment and Impact Form" which will assist local authorities in collecting the necessary data needed to request federal assistance. ***It is important that this form be completed as accurately as possible, for this will be the foundation for a Preliminary Damage Assessment request to FEMA.***

Preliminary Damage Assessment

When a disaster occurs in Minnesota, the governor, or acting governor, may request a major disaster declaration.

The basis for the request shall be a finding that:

- The situation is of such severity and magnitude that effective response is beyond the capabilities of Minnesota and the affected local government; and
- Federal assistance under the Stafford Act is necessary.

To make the above determination, a Joint Preliminary Damage Assessment needs to be conducted to identify the:

- Scope and degree of damage, to include:
 - Percent of community businesses damaged,
 - Local government infrastructure damaged or destroyed, and
 - The number of uninsured or underinsured damages
- Staff and funding needs, and
- Special needs of the impacted community.

The PDA team will normally include a combination of representatives from HSEM and other state agencies, the Federal Emergency Management Agency (FEMA), the Small Business Administration (SBA), and local government personnel.

The PDA will typically be performed prior to a governor's request for federal assistance; however, in cases where the disaster is so catastrophic, the PDA may be conducted after the governor's request.

Preliminary Damage Assessment Teams

Preliminary Damage Assessment teams will be composed of at least:

- one representative of the appropriate federal agency (FEMA, SBA, or both), and
- one representative of the Division of Homeland Security and Emergency Management,
- other state agencies as appropriate (Transportation, Natural Resources, Human Services, Health, etc.), and
- local government representatives familiar with the extent and location of damage in his/her community.

Other supporting agencies and organizations may also be asked to participate, as needed. It is the state's responsibility to coordinate state and local participation in the PDA and to ensure that the participants receive timely notification concerning the schedule.

A FEMA official will brief team members on damage criteria, the types of information to be collected for the particular incident, and reporting requirements.

State and federal hazard mitigation staff may also deploy assessment teams either independently or in conjunction with the existing PDA team.

It is very important to provide a local representative for each team. This person should know where the damage sites are located and be comfortable representing local government to citizens and businesses.

Review of Findings

At the close of the PDA, FEMA will consult with state officials to discuss findings and reconcile any differences.

Exceptions

The requirement for a joint PDA may be waived for those incidents of unusual severity and magnitude that do not require field damage assessments to determine the need for supplemental federal assistance under the Stafford Act, or in other instances determined by the FEMA Regional Administrator upon consultation with the state.

C. Presidential Major Disaster Declaration

The governor may, usually with a recommendation of the Director of HSEM, submit a written request that the president of the United States declare the affected counties in Minnesota as a "major disaster."

The declaration of a "major disaster" refers to any catastrophe, which in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance. Under the Stafford Act, assistance programs become available to supplement the efforts and available resources of Minnesota, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

This request for federal assistance will be based on the information obtained by a Federal Emergency Management Agency (FEMA) and HSEM coordinated joint Preliminary Damage Assessment (PDA). The governor's basis for this request shall be a finding that:

- The situation is of such severity and magnitude that effective implementation of a recovery process is beyond the capabilities of Minnesota and the affected local governments; and
- Federal assistance under the Stafford Act is necessary to supplement the efforts and available resources of Minnesota, local governments, disaster relief organizations, and compensation by insurance for disaster related losses.

In addition to the findings above, the governor's request shall include:

- Confirmation that the governor has declared a state of emergency and directed the execution of the Minnesota Emergency Operations Plan;
- An estimate of the amount and severity of damages and losses stating the impact of the disaster on the public and private sector;
- Information describing the nature and amount of state and local resources that have been or will be committed to alleviate the results of the disaster;
- Preliminary estimates of the types and amounts of supplementary federal disaster assistance needed under the Stafford Act;
- Certification by the governor that Minnesota and local government obligations and expenditures for the current disaster will comply with all applicable cost sharing requirements of the Stafford Act; and
- A statement identifying the unmet, disaster-related needs that exist.

This request will be forwarded to the FEMA Region V Regional Administrator in Chicago, and then to FEMA headquarters in Washington DC, for a final recommendation. This final recommendation along with the governor's request shall be forwarded to the president of the United States for determination.

After thoroughly reviewing the governor's request, the president shall determine if the disaster incident is of the severity and magnitude to justify the use and authorities of the Stafford Act.

Should the governor's request be determined by the president not to meet the requirements of the Stafford Act, the Director of FEMA will promptly notify the governor that the governor's request does not justify the use of the authorities of the Stafford Act.

Should the governor's request be determined to meet the requirements of the Stafford Act, the Director of FEMA will notify the governor or his/her authorized representative of a declaration by the president that a major disaster exists. FEMA also will notify other federal agencies and other interested parties. The Regional Administrator of FEMA has the responsibility to notify the governor of the designations of assistance and eligible areas

A declaration of a major disaster shall activate the federal response and/or recovery aspect of the National Response Framework applicable to the political subdivision or

area(s) affected and authorize the Director of FEMA to allocate funds, in the amount deemed necessary, to assist the declared areas in the recovery process.

D. Presidential Emergency Declaration

The governor may, usually with a recommendation from the Director of the Minnesota Division of Homeland Security and Emergency Management, submit a written request that the president of the United States declare an emergency when an incident occurs or threatens to occur in the Minnesota, which would not qualify under the definition of a “major disaster.”

An emergency declaration covers any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe.

Typically, the assistance available under an “Emergency Declaration” to state and eligible local governments on a cost-sharing basis may include reimbursement for emergency protective measures (Category B) that were undertaken to save lives and protect public health, safety and property during the incident period.

E. Pre-Disaster Emergency Declaration

During a “Pre-Disaster” Emergency Declaration certain federal assets may become available to the potentially impacted states. Examples of situations eligible for consideration include:

- The state, or any jurisdiction(s) thereof, has issued mandatory evacuation orders for three or more counties/parishes, or any geographical area with a combined population of more than 100,000 residents;

or

- The declaration is necessary to provide direct federal assistance (e.g., teams, equipment, supplies) to meet critical emergency protection requirements, other than pre-positioning, that would overwhelm the capability or capacity of state resources.

States immediately threatened by any natural or man-made incident that threatens such destruction as could result in a major disaster (except fires, for which emergency assistance is provided under the provisions of the Fire Management Assistance Grant program in 44 CFR part 204) will be considered for an emergency declaration when, in addition to the state request complying with requirements set forth in 44 CFR 206.35, FEMA determines the following three requirements are also met:

- 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 meteorological events, the Nuclear Regulatory Commission for nuclear power plants, or the Department of Homeland Security for acts of terrorism) determines or affirms that a catastrophic incident is immediately imminent;

and

- The governor has declared a State of Emergency;
- and*
- Either:
 - The state, or any jurisdiction(s) thereof, has issued *mandatory* evacuation orders for three or more counties/parishes, or any geographical area with a combined population of more than 100,000 residents;
- or*
- FEMA determines that the scope of the potential or projected incident is such that it would or could result in such damage as would constitute a catastrophe;
- and*
- The declaration is necessary to provide direct federal assistance (e.g., teams, equipment, supplies) to meet critical emergency protection requirements before impact, other than pre-positioning, that would overwhelm the capability or capacity of state resources.

For the purpose of pre-disaster emergency declarations, available assistance is limited to Category B for Emergency Protective Measures, including Direct Federal Assistance. FEMA will recommend denial of requests for pre-incident major disaster declarations.

FEMA may reimburse host-states for eligible costs incurred for evacuation and sheltering support provided to evacuees from an impacted and declared state in accordance with Disaster Assistance Policy 9523.18 – Interim, Host-State Evacuation and Sheltering Reimbursement.

F. Declaration Criteria (FEMA)

The federal disaster law restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for federal supplemental aid. As a result, FEMA assesses a number of factors to determine the severity, magnitude, and impact of a disaster event. In evaluating a governor's request for a major disaster declaration, a number of primary factors, along with other relevant information, are considered in developing a recommendation to the president for supplemental disaster assistance. Primary factors considered include:

- Amount and type of damage (number of homes destroyed or with major damage);
- Impact on the infrastructure of affected areas or critical facilities;
- Imminent threats to public health and safety;
- Impacts to essential government services and functions;
- Unique capability of federal government;
- Dispersion or concentration of damage;
- Level of insurance coverage in place for homeowners and public facilities;
- Assistance available from other sources (federal, state, local, voluntary organizations);
- State and local resource commitments from previous, undeclared events; and

- Frequency of disaster events over recent time period.

The very nature of disasters – their unique circumstances, the unexpected timing, and varied impacts – precludes a complete listing of factors considered when evaluating disaster declaration requests. However, the above lists most primary considerations.

FEMA coordinates the federal government's role in preparing for, preventing, mitigating the effects of, responding to, and recovering from all domestic disasters, whether natural or man-made, including acts of terror.

When FEMA reviews a governor's request for major disaster assistance under the Stafford Act, there are additional factors which are considered depending on the event. Below are a list of the indicators FEMA will consider for authorizing Public Assistance and Individual Assistance. REMEMBER that these are indicators only. FEMA will consider the totality of the damages and how those damages are impacting the affected community.

Public Assistance Program

FEMA will evaluate the following factors to determine the need for assistance under the Public Assistance Program:

Estimated cost of the assistance

FEMA will evaluate the estimated cost of federal and nonfederal public assistance against the statewide population to give some measure of the per capita impact within the state. FEMA uses a figure of \$1.29 per capita as an indicator that the disaster is of such size that it might warrant federal assistance, and adjust this figure annually based on the Consumer Price Index for all Urban Consumers. FEMA establishes a minimum threshold of \$1 million in public assistance damages per disaster in the belief that even the lowest populated states can cover this level of public assistance damage.

For Minnesota, the formula would be:

State population x \$1.29 = Statewide disaster assistance indicator

4,919,479 (2000 Census) x \$1.31 = \$6,346,127.91

\$6.3 million would be the statewide indicator (threshold) for Public Assistance.

Localized impacts

FEMA evaluates the impact of the disaster at the county and local government level, as well as impacts at the American Indian and Alaskan Native Tribal Government levels, because at times there are extraordinary concentrations of damages that might warrant federal assistance even if the statewide per capita is not met. This is particularly true where critical facilities are involved or where localized per capita impacts might be extremely high. For example, there have been localized damages in the tens or even hundreds of dollars per capita though the statewide per capita impact was low.

To measure county per capita impact, FEMA uses a figure of \$3.23 per capita as an indicator. This figure also changes annually with the Consumer Price Index. The formula utilized to determine the county indicator is similar to the statewide formula:

County population x \$3.23 = County disaster assistance indicator

So for example, St. Louis County would have a formula which would look like:

$$200,528 \times \$3.23 = \$647,705.44 \text{ (Damage Threshold)}$$

If a major disaster struck St. Louis County, they would need to meet the statewide and county indicators to be eligible for federal assistance, excluding any additional factors. If there were more counties involved in the disaster, they could collectively meet the statewide indicator; however, they would have to independently reach their county indicators to be eligible for federal disaster assistance, excluding any additional factors.

Insurance coverage in force

FEMA will consider the amount of insurance coverage that is in force or should have been in force as required by law and regulation at the time of the disaster, and reduce the amount of anticipated assistance by that amount.

Hazard mitigation

To recognize and encourage mitigation, FEMA will consider the extent to which state and local government measures contributed to the reduction of disaster damages for the disaster under consideration. For example, if Minnesota can demonstrate in its disaster request that a statewide building code or other mitigation measures are likely to have reduced the damages from a particular disaster, we consider that in the evaluation of the request. This could be especially significant in those disasters where, because of mitigation, the estimated public assistance damages fell below the per capita indicator.

Recent multiple disasters

FEMA will look at the disaster history within the last twelve-month period to evaluate better the overall impact on the state or locality. FEMA will consider declarations under the Stafford Act as well as declarations by the governor and the extent to which the state has spent its own funds.

Programs of other federal assistance

FEMA will also consider programs of other federal agencies because at times their programs of assistance might more appropriately meet the needs created by the disaster.

For example, if damages impacted the federal highway system, FEMA would not be able to provide funding for that project since those damages would be the jurisdiction of the Federal Highway Administration-Emergency Relief Program.

Factors for the Individual Assistance Program

The Code of Federal Regulations (CFR) enumerates several factors that are used in determining the need for IA programs. The numeric damage indicators outlined in this section *only* provide additional guidance relative to the 44 C.F.R. 206.48(b) factors. All of the factors noted in this document are important to the review of the governor's request and should be considered regardless of whether the numeric damage indicators are met. Each disaster should be considered in reference to the overall impact to disaster victims.

In addition, each factor identified in [CFR, Title 44, part 206.48\(b\)](#) and described in the following text needs to be further defined and developed in order to accurately represent the severity and magnitude of the event and needs of the individuals and community. The

overall impact on the community such as; major employer(s) affected, business district receiving major damage, percentage of housing stock impacted, economic impact, uniqueness of area (high unemployment rate compared to state average), populations affected compared to state average or national averages (elderly, low income, disabled) all need to be described.

The CFR Factors

Concentration of damages. Damages should be defined by geographic area to include cities, towns, villages, boroughs, county(s), parish(s), etc. Concentration of damages should be described as a high percentage of loss or severe damage to homes, the amount of housing and/or rental housing options, businesses, schools, medical facilities and public facilities or services to the community in relation to population. Since areas are typically designated a disaster area by county, the concentration of damages should be described by county or grouping of counties for a specific geographic area in order to gain perspective of the magnitude and scope of potential needs for the impacted area.

Trauma. Trauma will have significant relevance when determining the need for crisis counseling, disaster unemployment assistance, and unmet needs assistance. An assessment should be provided when there is disruption to community services and a proportionately high degree of mental health issues, stress and physical trauma caused by the event, death and injury or extended family fears associated with socio-economic losses and the rate at which family and community functions can be restored quickly after an event.

- Number of deaths and injuries. Consideration needs to be given on the concentration of deaths and injuries associated with the area of damages. The higher the number of deaths and injuries in a concentrated area will identify a greater impact to the community.
- Disruption of normal community functions and services. Consideration should be focused on the disruption of schools; community services i.e. bus services, shopping areas, churches, medical facilities, police and ambulance service, and local business economy. Extensive damage to businesses and related economic injury to local commerce to include loss of business and family income or disruption to the local economy for an extended period of time will affect recovery to the community.
- Emergency needs. Describe any continued disruption and prolonged power outages, waste water and/or potable water contamination and fuel distribution disruption. Describe any health and safety affects of sewer back-up and/or overflow, overturned fuel tanks and propane tanks, and disease related environmental concerns.

Special populations. Including low-income/poverty levels, elderly, disabled, local economy, education levels, ages, special language issues, household composition, or the unemployed and whether they have a greater need for assistance. Depicting special populations and the degree of needed is very subjective when performing preliminary damage assessments (PDA). During the PDA, visual and verbal interpretation is used to assess the percentage of special populations affected. Also, through web searches of the impacted area, more detailed demographic profiles/information could be obtained and

incorporated into the governors request and Regional write-up. It is also very important to consider the effect on American Indian, Alaskan Native tribes, and communities of immigrant populations or those formed by a commonality of foreign nationality. Due to cultural nuances, special consideration may be required during program implementation and recovery. Uniqueness of the disaster area, as compared to state and national averages would suggest that the rate of recovery could be slower since families may lack financial capability or understanding of governmental operations and structure.

Voluntary agency assistance. Assessment should be provided regarding the ability of voluntary agencies, through the state VOAD and National VOAD organizations, to help with recovery including; available staffing, participating organizations authorities and financial capability to assist with individual and family needs associated with the damage to both real and personal property, extended emergency housing assistance, mental health assistance, medical and other needs identified by the event. Coordination with the state VOAD to determine the number of cases opened and the type of assistance being requested can sometimes be a good indicator of need. (Note - Because the request for a declaration is generally very early in an event, there may be little record keeping by VOAD members for anything except sheltering and feeding by the American Red Cross. Although other agencies may be involved, they may not be adequately staffed to provide statistics that early in the event.)

Insurance. An assessment is required regarding the levels of insurance in the impacted area. However, it is noted that this information is typically not available when a request for a declaration is made. Once this information does become available, low insurance levels as compared to the number of structures impacted would suggest a lag time in repairs. It is also important to consider the percentage of homes insured, underinsured or not insured for the particular cause of damage. For example, contacting the state Insurance Commission, or for flood damage, the state NFIP coordinator could help in identifying the insurance coverage for the particular area as well as local officials within the area of damage. When determining the coverage for flood insurance, consideration should be given for the amount of Group Flood Insurance that has been provided in previous disasters as well as determining the number of standard policies that are in effect for the particular area. Other types of hazard specific insurance could be wind, earthquake, landslide, sewage back up, ice, fire, etc

Average amount of individual assistance by state. A determination should be made as to the capacity of a state to energize resources to provide financial assistance to individuals and families, such as businesses and state VOAD organizations to assist with recovery on a timely basis. This could include special funding to address unmet needs, redirection of federal and state grant money such as Community Development Block Grants (entitlement or discretionary funds) or the availability and use of an established state disaster fund.

In addition to addressing each of the indicators above, other considerations may play an important role in evaluating the severity and magnitude of the event in relation to recovery including: identification of available housing resources in or near the affected area to provide for temporary housing for disaster victims; unique housing issues such as no available housing resources in the area associated with major employers that support the economy of the affected area, or the need to be near agricultural interests, schools and

medical facilities. Such areas where there is a lack of available housing resources and a strong need for community ties, could demonstrate the need for direct housing.

It should also be noted that [CFR, Title 44, part 206.48\(a\)](#) outlines a state’s twelve-month disaster history, including Stafford Act declarations, gubernatorial declarations, and the extent to which a state has spent its own funds, as a factor when evaluating a governor’s request for a major disaster declaration. The application of this factor – though it is not outlined in the IA factors contained in [CFR, Title 44, part 206.48\(b\)](#) – is relevant and should be applied when evaluating a governor’s request for an IA declaration.

Housing Damage Numeric Indicator Guidance and State Recovery Actions

Numeric Indicators. Section 320 of the [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#) states that no geographic area shall be precluded from receiving assistance under this Act solely by virtue of an arithmetic formula or sliding scale based on income or population.

The housing damage numeric indicator guidance is based on considerations that are tied to [CFR, Title 44, part 206.48\(b\)](#) factors. The numeric indicator is used for evaluating the degree of damage for an event. The table below takes into consideration several factors in determining a numeric indicator for estimating the severity of housing damage within a state. These considerations include the population size of the state (small, medium and large) and the number of major damaged or destroyed homes based on the joint FEMA/state PDA and the degree of concentrated damage by geographic area. Minnesota is considered a “medium” sized state based on its population.

State Population/Size	Estimated Number of Residences with Major Damage and/or Destroyed	
	Specific Geographic Area	Statewide
Small (less than 2 mil.)	50	100
Medium (MN)	75	150
Large (more than 10 mil.)	100	200

In regard to the above table, a *specific geographic area* is generally defined as a single county or discrete grouping of counties or governmental subdivisions (cities, towns, villages etc.) that suffered concentrated damages. The *state-wide geographic area* covers a much larger portion of the state, several counties, where the damage is less concentrated and impacts are more dispersed. In applying the considerations outlined above, if Minnesota had 75 or more homes with destroyed or major damage in a single county, this would serve as a reasonable numeric damage indicator that could adversely affect state, local and voluntary agencies’ capacity to provide recovery assistance. However, if the event for Minnesota involved several counties, and is considered a statewide geographic event, 150 homes would serve as a more reasonable numeric damage indicator. In the latter case, damages found in the table are based on a higher number since more jurisdictions would likely be involved, the severity of concentrated impacts would be less (as opposed to concentrated impacts for a specific geographic area) and in theory local capacity to help would more than likely be greater, since damages are more intermittent. However, it is recognized that this would not always be the case. For example, rural areas where damage is scattered and local resources are very limited; thereby placing greater

impacts on the state to respond. This type of exception would need to be addressed in the governor's request letter.

G. Disaster Recovery Centers (DRCs)

The purpose of a DRC is to provide disaster victims with the opportunity to learn firsthand what combination of federal, state, and local programs are available to address their needs. Ideally, all agencies with programs and services that may benefit disaster victims will be represented at a DRC. If a disaster covers a wide geographic area there may be multiple DRCs set up. DRCs are jointly operated by the state and FEMA. Facilities for setting up DRCs are selected by the state and FEMA, utilizing the expertise and advice of local officials. FEMA will inspect each potential site to ensure the safety and security of workers and applicants.

A diverse number of agencies may be represented at a DRC depending on the nature of the disaster. Agencies may choose to be represented in person and/or with information materials. The following agencies may be represented at a DRC:

Federal Agencies

- FEMA – Answers questions regarding registration for human services programs
- SBA – Answers questions pertaining to business and home disaster loan programs; assists applicants in filling out necessary forms
- Internal Revenue Service (IRS) – Addresses tax issues related to disaster damages for businesses and individuals
- U.S. Department of Agriculture (USDA) and its sub-agencies – Provides information on federal disaster loans to farmers and other farm programs

State Agencies

- Department of Agriculture – Provides farm advocate support
- Department of Commerce – Gives information on insurance policies, claims adjustments, and recourse available for unsatisfactory performance by insurance companies; Provides information on energy assistance and weatherization programs
- Department of Employment and Economic Development – Provides applications for disaster unemployment insurance
- Department of Health – Provides information on disaster-related health concerns including cleanup; gives out well-testing kits upon request
- Department of Human Services – Provides information on local mental health efforts, stress symptoms, and where to seek help in the local community
- Department of Natural Resources – Provides information on flood insurance; interprets floodplain maps
- Department of Revenue – Gives information on filing casualty losses, extensions on filing business, income, and sales taxes
- Minnesota Housing Finance Agency – Offers low-interest loans with contact information on local agencies offering the loans

Local Agencies

- Mental health organizations – Provide information on local crisis counseling efforts and referrals
- Economic development agencies – Give information on public and private disaster grant and loan programs
- County Farm Service agent – Provides assistance to farmers with disaster-related program information and enrollment procedures
- City/county public works – Provides information on clean-up and debris removal
- Public health – Provides information on local public health disaster-related issues

Private Agencies/Organizations

Minnesota Voluntary Organizations Active in Disaster (MNVOAD) includes many non-profit disaster relief organizations that assist individuals and families with urgent needs and longer term, unmet needs.

Appendix A – Terms and Acronyms

AGI	Adjusted Gross Income
AMEM	Association of Minnesota Emergency Managers
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
ATF	Bureau of Alcohol, Tobacco, and Firearms
CAER	Community Awareness and Emergency Response
CAP	Civil Air Patrol
CAT	Chemical Assessment Team
CCP	Crisis Counseling Program
CEB	County Emergency Board
CEF	Cost Estimating Format
CFR	Code of Federal Regulations
CISM	Critical Incident Stress Management
DNR	Department of Natural Resources
DRC	Disaster Recovery Center
DUA	Disaster Unemployment Assistance
ECP	Emergency Conservation Program
EAO	External Affairs Officer
EIDL	Emergency Injury Disaster Loan (SBA)

Emergency Work

Work which must be done immediately to save lives; to protect improved property, public health, and safety; or to avert or lessen the threat of a major disaster

EM	Emergency Loans (FSA)
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERT	Emergency Response Team
EQIP	Environmental Quality Incentives Program

Facility.....Any publicly or privately owned building, works, system, or equipment built or manufactured or an improved and maintained natural feature. Land used for agricultural purposes is not a facility.

FCOFederal Coordinating Officer

FDRFlood Damage Reduction (Grant)

FEMA.....Federal Emergency Management Agency

FHMOFederal Hazard Mitigation Officer

FHWAFederal Highway Administration

FMAFlood Mitigation Assistance Program

FSA.....Farm Service Agency

GAR.....Governor's Authorized Representative

GrantAn award of financial assistance. The grant award shall be based on the total eligible federal/state share of all approved projects.

Grantee.....The government to which a grant is awarded and which is accountable for the use of funds provided. The grantee is the entire legal entity even if only a particular component of the entity is designated in the grant award document. For the purposes of this manual, the state is the grantee.

Hazard mitigation

Sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

HAZMAT...Hazardous Materials

HAZMITHazard Mitigation

HMGPHazard Mitigation Grant Program

HMO.....Hazard Mitigation Officer

HMPHazard Mitigation Proposal

HSEM.....Homeland Security and Emergency Management

IAIndividual Assistance

ICP.....Incident Command Post

IDAInitial Damage Assessment

IHPIndividuals and Households Program

Immediate threat

The threat of additional damage or destruction from an event that can reasonably be expected to occur within one year.

Improved property

A structure, facility, or piece of equipment that was built, constructed, or manufactured.

IRSInternal Revenue Service

JFOJoint Field Office

JICJoint Information Center (also known as JPIC)

JPIC.....Joint Public Information Center (also known as JIC)

LGU.....Local Government Unit

MDAMinnesota Department of Agriculture

MDO.....Minnesota Duty Officer

MEMAMetropolitan Emergency Managers Association

MERS.....Mobile Emergency Response Support

MHFAMinnesota Housing Finance Agency

MIDRMinnesota Interfaith Disaster Response

MIFC.....Minnesota Interagency Fire Center

MNVOAD ..Minnesota Voluntary Organizations Active in Disaster

Mn/DOT....Minnesota Department of Transportation

MNSBDC ...Minnesota Small Business Development Center

MPCA..... Minnesota Pollution Control Agency

NAPNoninsured Crop Disaster Assistance Program

NEG.....National Emergency Grants

NEIFCNortheast Interagency Fire Cache

NEMISNational Emergency Management Information System

NEPA.....National Environment Policy Act

NESTNuclear Emergency Support Team

NFIPNational Flood Insurance Program

NGONon-government Organization

NHPANational Historic Preservation Act

NIMSNational Incident Management System

NRCS.....Natural Resources Conservation Service

NRFNational Response Framework

NRPNational Response Plan (Replaced by NRF)

NTSBNational Transportation Safety Board

NVOAD.....National Voluntary Organizations Active in Disaster

OFAOther Federal Agency

ONA.....Other Needs Assistance

ICOn Scene Commander
OSHAOccupational Safety and Health Administration
PAPublic Assistance
PACL.....Public Assistance Crew Leader
PAGS.....Public Assistance Group Supervisor
PAPS.....Public Assistance Project Specialist
PATSPublic Assistance Team Specialist
PDAPreliminary Damage Assessment

Permanent Work

Restorative work that must be performed through repairs or replacement to restore an eligible facility on the basis of its pre-disaster design and current applicable standards.

PFO.....Principal Federal Official
PIOPublic Information Officer (also known as PAO – Public Affairs Officer)

Pre-disaster design

The size or capacity of a facility as originally designed and constructed or subsequently modified by changes or additions to the original design. It does not mean the capacity at which the facility was being used at the time the disaster occurred if different from the designed capacity.

PNP.....Private non-profit organization – These organizations will be determined by FEMA based on criteria.

ProjectAlso referred to as “individual project” - All work performed at a single site or group of sites described on a Project Worksheet.

PSA.....Public Service Announcement

PWProject Worksheet. The form that describes the work to be completed and the estimated cost to restore each damaged site(s) to its pre-disaster condition or to current codes and standards.

RACES.....Radio Amateur Civil Emergency Service

RFARural Finance Authority

RNA.....Rapid Needs Assessment

SBA.....Small Business Administration

SBA-EIDL..Small Business Administration Economic Injury Disaster Loan Program

SCDPSmall Cities Development Program

SCOState Coordinating Officer

SEOC.....State Emergency Operations Center

SFHA.....Special Flood Hazard Area

SHMOState Hazard Mitigation Officer

SHPO.....State Historical Preservation Officer

Standards...Codes, specifications, or standards for the construction of facilities including legal requirements for additional features. Such standards may be different for new construction and repair work.

Sub-grant ...An award of financial assistance under a grant by a grantee to an eligible sub-grantee.

Sub-grantee

A state agency, local government, school district, Indian tribe, or eligible private non-profit organization submitting an application to the Governor's Authorized Representative for assistance under the state's grant.

TDDTelecommunications Device for the Deaf

TTYTelephone Typewriter

USACE.....United States Army Corps of Engineers

USC.....United States Code

USDA.....United States Department of Agriculture

Appendix B – Legal References

Code of Federal Regulations

44 CFR Part 201

Federal Emergency Management Agency

Part 201 Mitigation Planning

www.access.gpo.gov/nara/cfr/waisidx_02/44cfr201_02.html

44 CFR Part 204

Federal Emergency Management Agency

Part 204 Fire Management Assistance Grant Program

www.access.gpo.gov/nara/cfr/waisidx_02/44cfr204_02.html

44 CFR Part 206.35

Federal Emergency Management Agency

Part 206.35 Requests for Emergency Declarations

www.access.gpo.gov/nara/cfr/waisidx_02/44cfr206_02.html

Robert T. Stafford Act

Federal Emergency Assistance

www.dem.dcc.state.nc.us/mitigation/Library/Stafford.pdf

Minnesota Statutes

Chapter 12

Emergency Management

www.revisor.leg.state.mn.us/statutes/?id=12

Chapter 12A

Natural Disaster Assistance

www.revisor.leg.state.mn.us/bin/bldbill.php?bill=S2607.2.html&session=ls85

Chapter 9.061

Additional Powers (Emergencies)

<https://www.revisor.leg.state.mn.us/statutes/?id=9.061>

Chapter 103B

Water Planning and Project Implementation

<https://www.revisor.leg.state.mn.us/statutes/?id=103B>

Chapter 103D

Watershed Districts

<https://www.revisor.leg.state.mn.us/statutes/?id=103D>

§103F.161

Flood Hazard Mitigation Grants

<https://www.revisor.leg.state.mn.us/statutes/?id=103F.161>

§ 162.06

Accruals to County State-Aid Highway Fund

<https://www.revisor.leg.state.mn.us/statutes/?id=162.06>

§ 162.12

Accruals to Municipal State-Aid Street Funds

<https://www.revisor.leg.state.mn.us/statutes/?id=162.12>

§ 164.04 Subdivision 3

Taxation for Roads (Emergency)

<https://www.revisor.leg.state.mn.us/statutes/?id=164.04>

§ 192.89

Interstate Emergency Management Assistance Compact

<https://www.revisor.leg.state.mn.us/statutes/?id=192.89>

§ 273.1231-1235

Tax Relief for Destroyed Property

<https://www.revisor.leg.state.mn.us/statutes/?id=273.1231>

§500.24

Farming by Business Organizations

<https://www.revisor.leg.state.mn.us/statutes/?id=500.24>

Executive Orders

05-02

Designation of NIMS as the Basis for All Incident Management in Minnesota

<http://www.governor.state.mn.us/priorities/governorsorders/executiveorders/2005/PROD005588.html>

07-14

Assigning Emergency Responsibilities to State Agencies

<L:\Executive Orders\07-14 Exec Order.pdf>

Appendix C – Supporting Documents and Forms

The following sample documents are provided for your use in times of disaster. They may be freely copied.

- Resolution Declaring a Local Emergency
- Transmittal/Cover Letter Requesting Assistance under the Calamity Act, Minnesota Statutes Chapter 9.061
- Resolution Requesting Assistance under the Calamity Act, Minnesota Statutes Chapter 9.061
- Financial Statement Prepared in Support of Request for Assistance under the Calamity Act, Minnesota Statutes Chapter 9.061
- Damage Assessment Summary to be Prepared in Support of Assistance under Disaster Assistance for State-Aid Roads and Streets, Minnesota Statutes Chapter 162.06 and 162.12
- Resolution Requesting an Agricultural Disaster
- Resolution Requesting a Small Business Administration Disaster Declaration
- Resolution Requesting a Presidential Declaration of a Major Disaster
- Damage & Impact Assessment Forms (see attached fillable pdfs)

Resolution Declaring a Local Emergency

WHEREAS the _____ impacted the population of _____ County and its cities; and

WHEREAS the _____ event has caused a significant amount of public property damage; and

WHEREAS the _____ County Department of Emergency Management requests the _____ County Board of Commissioners to declare a LOCAL EMERGENCY for _____ County; for the _____ event of _____ (*date*);

NOW, THEREFORE, BE IT RESOLVED, that the _____ County Board of Commissioners declares a Local Emergency for _____ County in response to the conditions resulting from the _____ event of _____ (*date*).

Adopted by the _____ County Board of Commissioners this _____ day of _____ (*date*).

ATTEST:

I, _____, County Administrator, hereby attest that the foregoing resolution was duly adopted by the _____ County Board of Commissioners on the _____ day of _____, 20__.

County Administrator

**Transmittal/Cover Letter Requesting Assistance under the Calamity Act,
Minnesota Statutes Chapter 9.061**

Date _____

Director
Division of Homeland Security and Emergency Management
444 Cedar St., Suite 223
St. Paul, Minnesota 55101-6223

Dear _____:

The political subdivision of _____, County of _____, *(if applicable)* requests financial assistance in the amount of \$ _____ from the State Executive Council of the state of Minnesota in order to recover excessive costs that are beyond our capability. These costs were incurred as a result of the disaster described in the attached narrative.

The following documentation is attached to support our request for financial assistance.

1. Detailed narrative which sets forth the cause, nature, and results of the event(s) giving rise to the political subdivision's need for assistance (includes map indicating damage sites and type of damages, supported by photographs).
2. Resolution requesting assistance from the State Executive Council.
3. Project explanation.
4. Detailed explanation of efforts made to meet the costs of the disaster within the political subdivision's means or authorities (e.g., certificates of indebtedness).
5. Detailed explanation of efforts made to obtain financial assistance from other sources.
6. Financial statement.
7. Emergency expenditure report.
8. Emergency tax levy status *(township only)*.

Signature: _____

Title: _____

Please refer all communications to:

Name: _____

Title: _____

Address: _____

City, ZIP Code: _____

Telephone: _____

Fax: _____

**Resolution Requesting Assistance under the Calamity Act,
Minnesota Statutes Chapter 9.061**

WHEREAS,

WHEREAS,

NOW, THEREFORE, BE IT RESOLVED, that the Township of _____, County of _____, Minnesota, through its Officers, make application through the Division of Homeland Security and Emergency Management, to the State Executive Council, for financial assistance for _____, under provisions of Minnesota Statute 9.061.

Dated this _____ day of _____, 20____.

Signed:

Attest:

**Financial Statement Prepared in Support of Request for Assistance
under the Calamity Act, Minnesota Statutes Chapter 9.061**

(County, City, Village, or Town)

	Periods Covered _____ through _____					Actual To Date	Remainder of Year
	Year	Year	Year	Year	Year		
Balance Beginning:							
Receipts:							
Taxes							
Other							
Transfer from other funds							
Balance and receipts							
Disbursements:							
Ordinary							
Emergency*							
Transfer out							
Total Disbursements							
Balance Ending:							
Tax levy for road and bridge purposes payable in year							
Maximum Tax Levy Authorized for road and bridge purposes							

* Emergency expenditures are expenditures for any function in excess of the average normal requirements due to natural disaster.

**Damage Assessment Summary to be Prepared
in Support of Assistance under Disaster Assistance for
State-Aid Roads and Streets
Minnesota Statutes Chapters 162.06 and 162.12**

Damage Assessment Summary for

State-Aid _____ in _____
(Roads or Streets) (Name of County or City)

	Number	Cost
Road or street sites		
Bridges damaged or destroyed		
Culverts damaged or destroyed		
Total		

Resolution Requesting an Agricultural Disaster

WHEREAS the County of _____, subdivision of the state of Minnesota has sustained heavy losses as a result of _____ on _____ (date); and

WHEREAS an estimated _____ farmers in _____ County have been affected with losses sustained by the following:

<u>Crop</u>	<u>Estimated Acres</u>	<u>Loss</u>
_____	_____	_____

<u>Farm Facilities</u>	<u>Estimated Number</u>	<u>Loss</u>
_____	_____	_____

Other farm losses include:

<u>Item</u>	<u>Estimated Number</u>	<u>Loss</u>
_____	_____	_____

WHEREAS _____ County USDA Emergency Board has filed their damage assessment report which supports the need for emergency loans to farmers;

NOW, THEREFORE, BE IT RESOLVED that the Board of County Commissioners for, and on behalf of the citizens of _____ County, request that the Governor of the State of Minnesota petition the U.S. Secretary of Agriculture to declare _____ County a disaster area.

ADOPTED this _____ day of _____, 20____.

SIGNED:

Chair of the Board

ATTEST:

County Auditor

Resolution Requesting a Small Business Administration Disaster Declaration

WHEREAS the City/County of _____, Minnesota has sustained major losses as a result of _____ on _____; and

WHEREAS an estimated/actual _____ homes, businesses, apartments, in this City/County have suffered damages; and

WHEREAS extreme hardship has been inflicted on the disaster victims through an inability to secure loans or credit to make necessary repairs and restoration;

NOW, THEREFORE, BE IT RESOLVED that the Board of Commissioners/City Council of _____ for and on behalf of the citizens of _____ request that the Governor of the State of Minnesota petition the regional administrator of the Small Business Administration to make emergency loans available under the provisions of Public Law 93-24.

Adopted this _____ day of _____, 20____.

Signed:

Chair of the Board/Council/Mayor

ATTEST:

City/County Auditor

Resolution Requesting a Presidential Declaration of a Major Disaster

WHEREAS the County of _____ has sustained severe losses of major proportion, caused by (*describe event*) _____ on the date(s) of _____; and

WHEREAS _____ County is a public entity within the State of Minnesota; and

WHEREAS substantial damage has been sustained to (*chose one or both*) public and private property, as outlined in the attached damage assessment forms; and

WHEREAS the cost of recovery from this disaster is beyond the resources available within the county, and state and federal resources are necessary;

NOW, THEREFORE, BE IT RESOLVED, that the Board of County Commissioners, for and on behalf of the citizens of _____ County, request the Governor of the State of Minnesota to petition the President of the United States to declare the County of _____, Minnesota, to be a major disaster area, through appropriate channels.

Be it further resolved that this request is for:

1. (Select the appropriate statement from the three choices below):

The Public Assistance (Infrastructure Support) Program only, as offered through P.L. 93-288 and 106.390.

The Human Services Program only, as offered through P.L. 93-288 and 106.390.

The Public Assistance (Infrastructure Support) and Human Service Programs as offered through P.L. 93-288 and 106.390.

2. The Hazard Mitigation Program, as offered through P.L. 93-288 and 106.390.

Be it further resolved that the County Emergency Management Director is authorized to coordinate the damage survey teams with local government, and assist in the administration of the disaster recovery process, as needed.

Adopted this _____ day of _____, 20_____

Signed:

Chair of the Board

ATTEST:

County Auditor