



Minnesota Disaster Management Handbook



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Schedule of Updates

Original Issue	March 11, 1998
Update	March 1, 2002
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Update	March 1, 2004

I. Introduction and Purpose

Minnesota has had 37 Presidential declarations of a major disaster since 1957. 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.

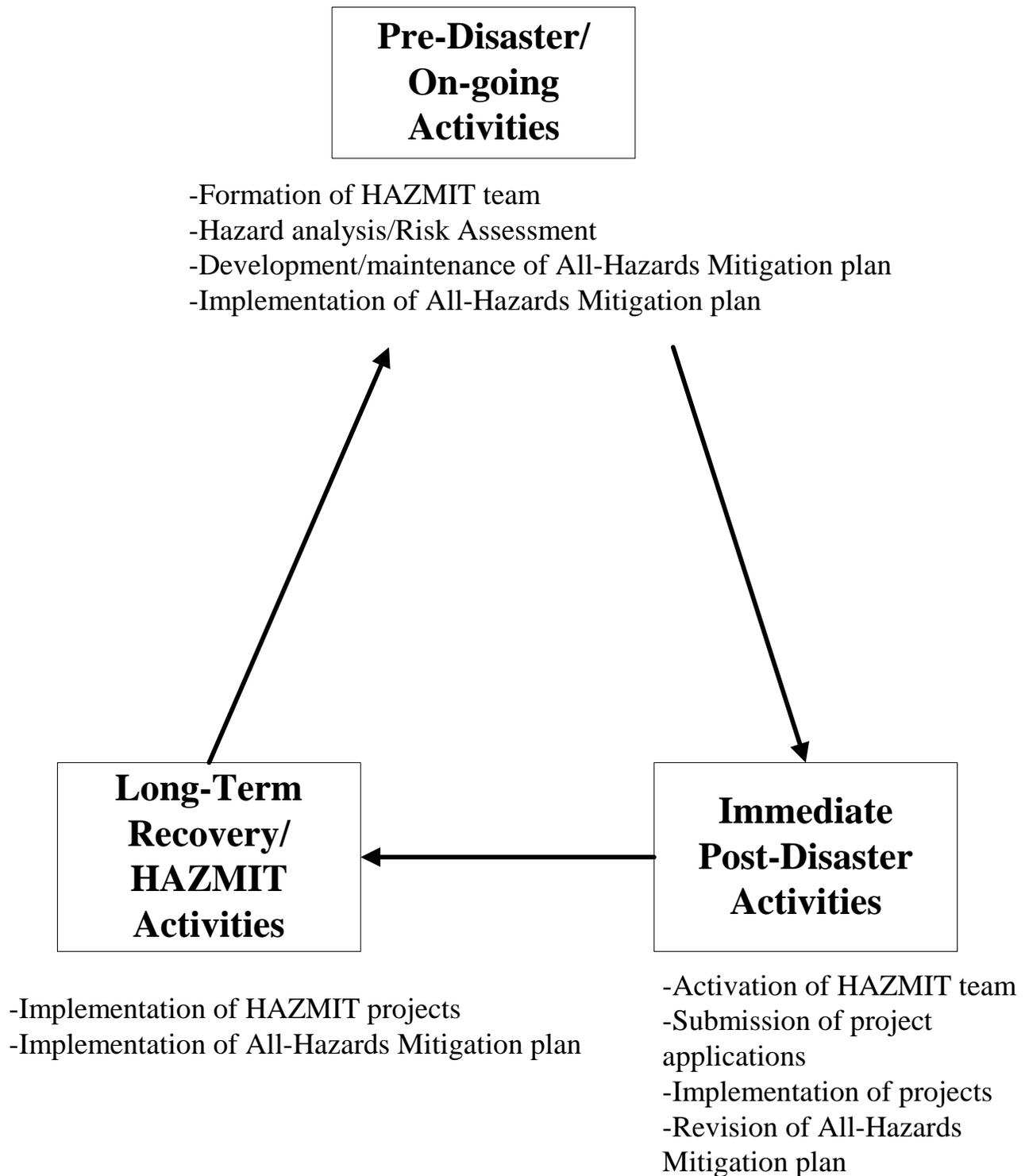
We have tried to avoid duplicating information already available in other documents. For this reason, the amount of detail provided for each topic will vary. In some cases, only an overview is provided; in others, more specific information is included.

In addition, forms and sample resolutions are included in Appendix B and may be freely copied.



II. Mitigation

Local Hazard Mitigation Cycle



Pre-Disaster Hazard Mitigation Actions

As shown on the Local Hazard Mitigation Cycle chart, 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.

The Minnesota Hazard Mitigation Plan

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

All-Hazards 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-hazards mitigation plan should serve as the road map for all of a jurisdiction's hazard mitigation efforts. Hazard mitigation planning information, however, may simply constitute part of another document (such as a community development plan), rather than assume the form of a separate, stand-alone document.

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 suggests 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-Hazards Mitigation Plan

Once an all-hazards mitigation plan is completed, it should be implemented on an ongoing basis. As depicted in the Local Hazard Mitigation Cycle chart, 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-hazards 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. Minnesota Incident Management System (MIMS)

A. Rationale and Overview

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 the Minnesota Incident Management System (MIMS) 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, and
- Comprehensive resource management.

MIMS 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. MIMS 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 MIMS can be used at virtually any type and size of incident and with personnel from almost any agency, it is important to provide MIMS training to all responders.

MIMS 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 MIMS can be established and expanded depending upon the changing conditions of the incident.

MIMS 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.

Key concepts of MIMS

MIMS will provide for the following kinds of operations:

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

The MIMS organization structure:

- Can be adapted to any emergency or incident.
- Can be 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.

Organization and Operation

MIMS has five major functional areas which are further explained in the next section and can be seen in the organization chart on page 14:

- Command,
- Operations,
- Planning,
- Logistics, and
- Finance/administration.

B. 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

1. Assess incident situation.
2. Assume command.
3. Establish additional functional roles and organization elements of MIMS needed to fit the incident.
4. Request or confirm dispatch or arrival of needed resources.
5. Designate Public Information, Safety, and Liaison Officers.
6. Establish Operations section with group/functional branches or sectors (e.g. law enforcement, fire, EMS, public works, public health) as appropriate.
7. Establish support sections (e.g. logistics, planning, finance) as appropriate.
8. Provide instruction and resources as necessary.
9. Conduct initial briefing.
10. Review, approve, and authorize implementation of incident action plan.
11. Oversee implementation of incident action plan.
12. Ensure planning meetings are conducted.
13. Approve requests for additional resources and requests for release of resources.
14. Authorize release of information to news media.
15. Report situation and plans to Emergency Operating Center (EOC).
16. Approve plan for demobilization.

Information Officer

The 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

1. Obtain briefing from incident commander.
2. Contact the jurisdictional agency to coordinate public information activities.
3. Establish single incident information center whenever possible.
4. Arrange for necessary workspace, materials, telephones, and staffing.
5. Prepare initial information summary as soon as possible after arrival.
6. Observe constraints on the release of information imposed by the incident commander.
7. Obtain approval for release of information from the information commander.
8. Release news to news media and post information in command post and other appropriate locations.
9. Arrange for meetings between media and incident personnel.
10. Provide escort service to the media and VIPs.
11. 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

1. Obtain briefing from incident commander.
2. Participate in planning meetings.
3. Identify potentially unsafe situations in operating environment, proposed actions, and incident operations.
4. Advise personnel on hazardous situations and appropriate actions to protect safety.
5. Exercise emergency authority to stop and prevent unsafe acts.
6. 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

1. Obtain briefing from incident commander.
2. Identify supporting agency representative or agency contact person including communication link and location.
3. Provide a point of contact for and establish contact with supporting agencies.
4. Respond to requests from incident personnel for interagency contacts.
5. 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

1. Obtain briefing from incident commander.
2. Develop tactical operations portion of action plan, including operations and resource assignments for each operations branch or sector.
3. Establish and maintain appropriate staging areas, appointing a staging area manager for each.
4. Supervise tactical operations.
5. Evaluate effectiveness of tactical operations and adequacy of resources; take action to improve.
6. Report information about special activities, events, and occurrences to incident commander.
7. 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

1. Obtain briefing from operations section chief.
2. Proceed to staging area.
3. Establish staging area layout.
4. Determine any support needs for equipment.
5. Establish check-in function as appropriate.
6. Post areas for identification and traffic control.
7. Request maintenance service for equipment at staging area as appropriate.
8. Respond to request for resource assignment.
9. Obtain and issue supplies distributed and received at staging area.
10. 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

1. Obtain briefing from incident commander.
2. Activate planning section units.
3. Reassign initial attack personnel to incident positions as appropriate.
4. Establish information requirements and reporting schedules for all MIMS organizational elements for use in preparing the incident action plan.
5. Supervise preparation of incident action plan.
6. Assemble information on alternative strategies.
7. Identify need for specialized resources.
8. Anticipate developments and provide projections to incident command.
9. Compile and display incident status summary information.
10. Advise general staff of any significant changes in incident status.
11. Document and disseminate all formal orders by incident command.
12. Ensure that normal agency information collection and reporting requirements are being met.
13. 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, communications), and supplies for the incident.

Duties

1. Obtain briefing from incident commander.
2. Track names and locations of assigned personnel.
3. Identify service and support requirements for planned and expected operations.
4. Coordinate and process requests for additional resources.
5. Advise on current service and support capabilities.
6. Estimate future service and support requirements.
7. Recommend release of resources in conformity with demobilization plan.
8. Prepare and implement the communications plan.
9. Ensure that an equipment accountability system is established.
10. Determine method of feeding to best fit each situation.

11. Ensure that sufficient potable water is available to meet all incident needs.
12. Order, receive, distribute, and store supplies and equipment.
13. Maintain inventory of supplies and equipment.
14. Provide facility maintenance services, sanitation, lighting, and clean-up.
15. Maintain incident roads.
16. 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

1. Obtain briefing from incident commander.
2. Ensure that daily personnel time recording documents are prepared.
3. Provide for record security.
4. Ensure that all records are current or complete prior to demobilization.
5. Record equipment use time.
6. Maintain current posting on all charges or credits for fuel, parts, and services.
7. Distribute copies per agency and incident policy.
8. Establish and maintain a file for employee time reports.
9. Prepare and sign contracts and land use agreements as needed.
10. Establish contracts with supply vendors as required.
11. Provide written authority for persons requiring medical treatment.
12. Document all injuries occurring during incident.
13. Keep informed and report on status of hospitalized personnel.
14. Arrange for notification of next of kin of seriously injured or deceased persons.
15. Obtain and record all cost data.

C. MIMS/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 Minnesota Incident Management System (MIMS) and the concept of the Emergency Operations Center (EOC) is fundamental to effective management of both large and small incidents. The on-scene commander (OSC) must understand precisely under what circumstances the EOC is activated and what authority the OSC has when an EOC is activated.

The OSC and the EOC are partners in addressing issues facing a community during disaster and emergencies. The OSC 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 OSC 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 OSC 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 OSC develops an on-scene action plan requiring 25 emergency medical technicians and the EOC cannot meet the request, the OSC 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 OSC 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 OSC 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 this chart 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

OSC – On-Scene Commander

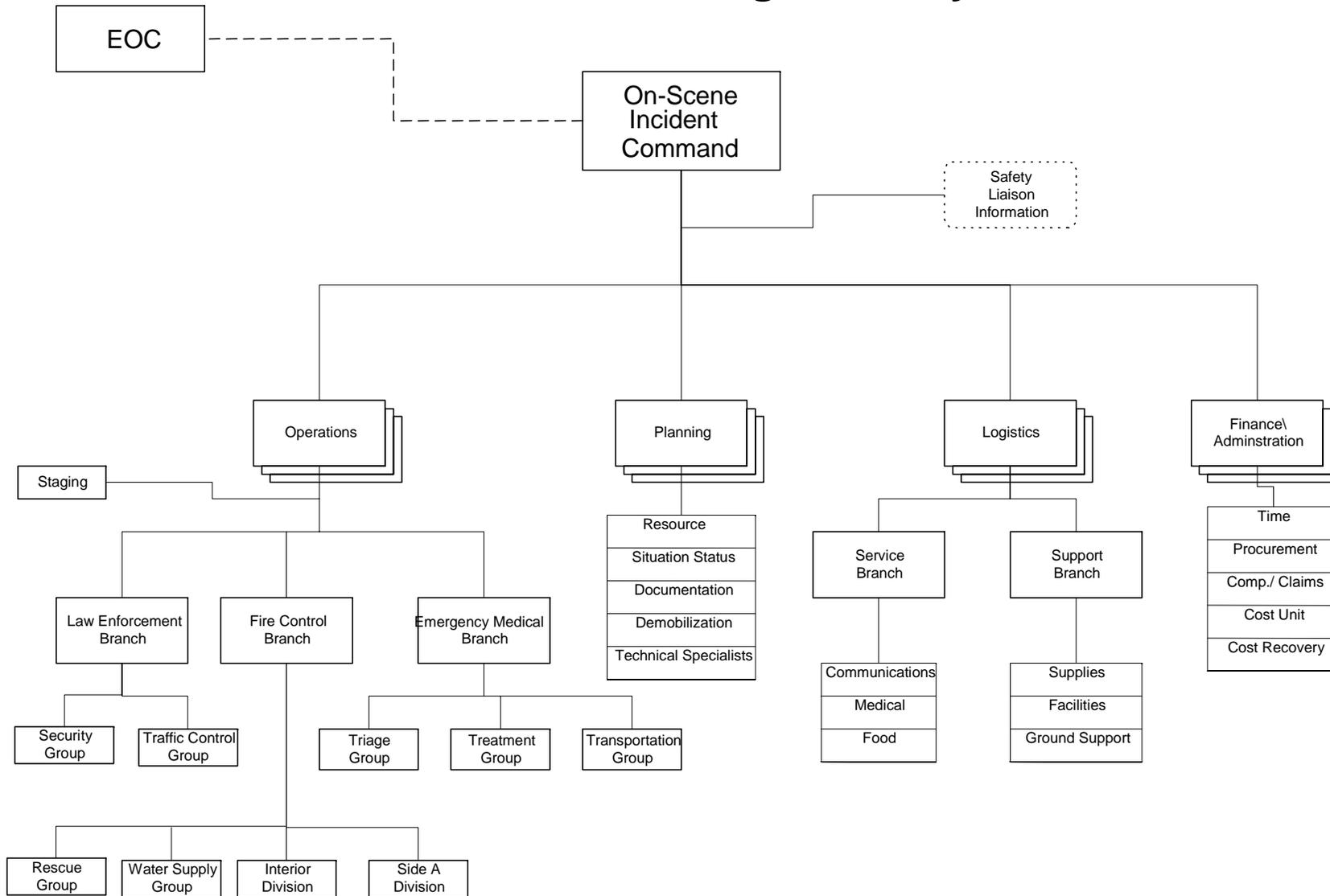
P – Primary responsibility

S – Secondary responsibility

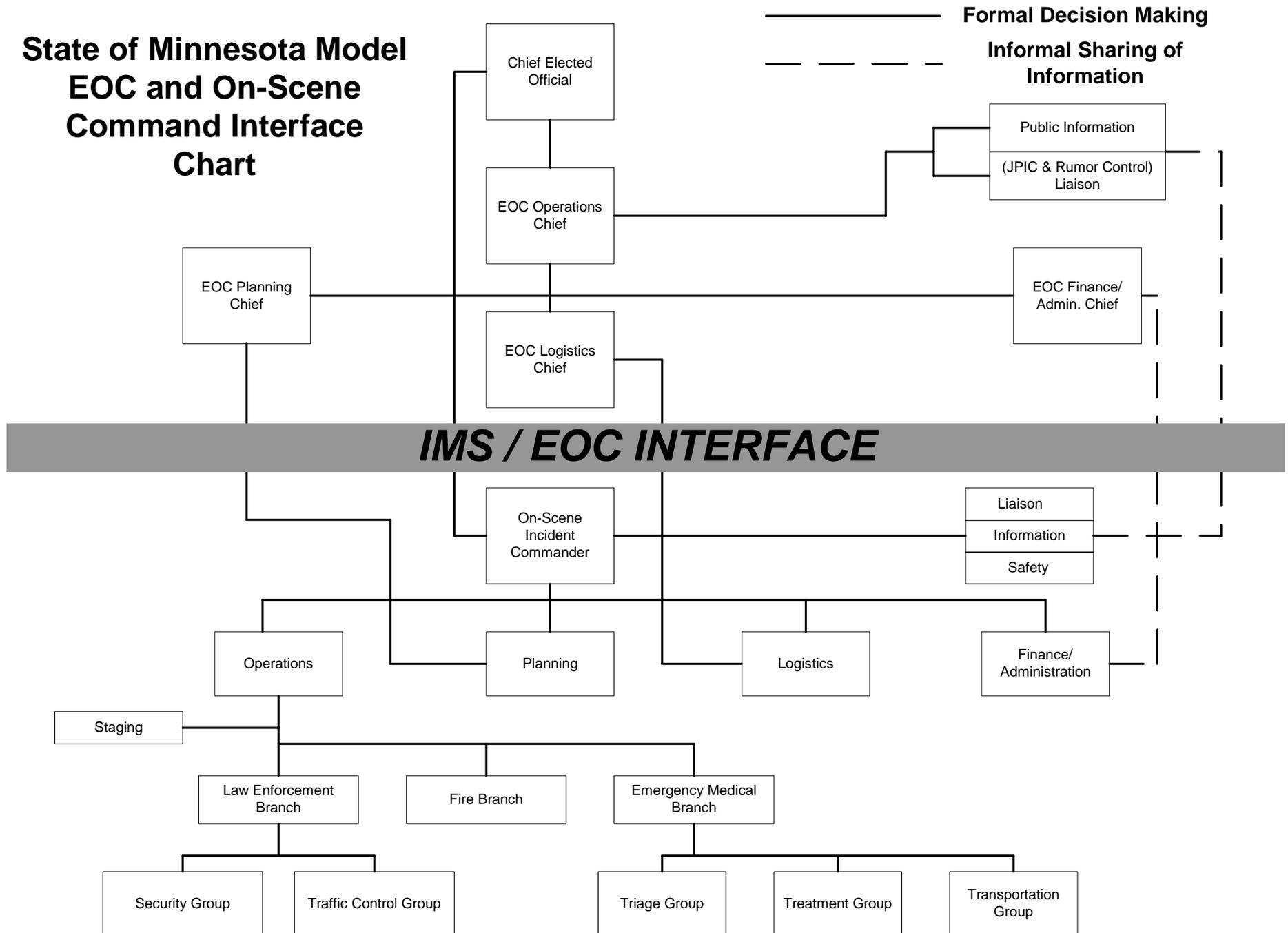
<i>Function/Responsibility</i>	<i>EOC</i>	<i>OSC</i>
Notification and warning		
Public warning	P	-
Staff notifications	P	-
Incident management		
Prioritization of overall activities	P	S
Multi-agency communications coordination	S	P
Command of on-scene activities	-	P
Control of on-scene operations	-	P
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		
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	-

Minnesota Incident Management System Model



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



IV. Public Information

When disaster strikes, it is the responsibility of the public affairs team to provide information to people affected by the disaster. The goal of the public affairs 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.

Public affairs 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 target markets 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; and
- Support efforts to reach disaster victims with specific program information.

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 affairs is also handled at the state and local levels. Public affairs officer(s) (PAOs) from the local and/or state levels who are on duty during this time may be asked to accompany a preliminary damage assessment team, respond to media inquiries, and identify demographic and sensitive issues. In many cases, where there is no PAO on duty, the incident commander or local emergency management director will be called upon to perform these duties.

After a Presidential Disaster Declaration

In disasters of catastrophic or nationally significant proportions, a Joint Information Center (JIC) is established to coordinate the dissemination of information about all disaster response and recovery programs. PAOs 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 PAO, a Deputy Lead PAO, and staff PAOs responsible for the various JIC functions, such as Congressional Liaison and Community Relations.

Partnership and teamwork are key when it comes to achieving the JIC mission and implementing successful emergency information and media affairs following a major disaster. Each member of the public affairs staff is responsible for fostering positive working relationships with all program areas and with other federal, state, and voluntary agency personnel.

Coordination with FEMA Public Affairs

PAOs working in the JIC, the Disaster Field Office, or anywhere in the field are responsible for communicating information about FEMA's programs and how these programs affect individuals at the local and state level.

FEMA's Lead PAO is responsible for maintaining communications with FEMA Headquarters and serves as the key advisor to the Federal Coordinating Officer (FCO) on public affairs matters. FEMA's Lead PAO and the State PAO jointly manage the JIC. The State PAO reports to the State Coordinating Officer (SCO) and serves as the primary media contact for the state. The State PAO 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 a very important part of Public Affairs activities. The Congressional Liaison needs to be kept informed of all anticipated news conferences and media events. Public Affairs needs to know about congressional tours and concerns.

It is also important for Public Affairs 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 Affairs develops and provides Community Relations with fliers on such items as the toll-free registration line, the helpline, the opening of Disaster Recovery Centers, and FEMA/state/local community meetings.

In a large-scale disaster, FEMA will produce and distribute the *Recovery Times*, a newsletter that 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 Disaster Field Office. The Lead PAO assigns a coordinator/writer at the JIC to oversee the gathering of information, photographs, and story ideas; to write local articles; and to transmit the materials to the *Recovery Times* managing editor.

FEMA's broadcast operations are playing an increasingly important role in communicating important information following a major disaster and reassuring disaster victims that federal, state, and local officials are responding to their needs. Through the Recovery Channel, FEMA Radio Network, and the Internet, FEMA is able to communicate to the public in many modes. Requests for local and state input to these communication vehicles may be made by the Lead PAO.

Tips on Dealing with the Media

- 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 consistently via designated and trained spokespeople.
- 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.
- Report your own bad news. If the media has to dig it out, they may decide you are guilty of creating a crisis.
- Tell your story quickly, openly, and honestly to allay suspicion and rumors.
- If you can't discuss something, explain why.

- Provide sufficient evidence of statements.
- Record events as the crisis evolves.
- Escort the press on the emergency site.
- Avoid “no comment” as it leads to speculation.
- Don’t debate the subject.
- Don’t attempt to assess blame; rather, address and solve the problem at hand.
- Don’t overact and don’t exaggerate the situation.
- Don’t make “off-the-record” statements; there is no such thing.
- Don’t speculate about the dollar value of losses, resumption of normal operations, outside effects of the emergency, or hypothetical questions.

What the Press Will Ask During a Crisis

1. Casualties

- Number killed or injured
- Number who escaped
- Nature of the injuries received
- Care given to the injured
- Disposition of anyone who was killed, injured, or escaped
- Prominence of anyone who was killed, injured, or escaped
- How escape was handicapped or cut off

2. 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

3. 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

4. Description of the crisis or disaster

- The number engaged in rescue and relief operations
- 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
5. Description of the crisis or disaster
 - 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
 6. Accompanying incidents
 - Number of spectators, spectator attitudes, and crowd control
 - Unusual happenings
 - Anxiety or stress of families, survivors, etc.
 7. Legal actions
 - Inquests, coroner's reports
 - Policy follow-up
 - Insurance company actions
 - Professional negligence or inaction
 - Suits stemming from the incident

Crisis Media Relations Tips from a "Newsie"

Don Shelby of WCCO Television, who has covered major disasters, passed the following tips on to a group of law enforcement officials.

- 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 press/visitor registration site. Secure the actual disaster area.
- Give careful consideration to who releases what information. As yourself, "Is mine the responsible agency/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.

- Have trained counselors available to help those dealing with the disaster. Manage stress caused by the event.
- Provide physical space for television stations to set up their production or “live” trucks.

V. 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.

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. 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. Other groups such as voluntary organizations and insurance adjusters may also collect similar data.

Every effort should be made to fill out this report as completely as possible and provide it to your county emergency manager so that all forms can be consolidated into one Initial Damage and Impact Assessment Form and faxed to the Minnesota Duty Officer within 48 hours of the disaster. Special emphasis should be placed on the impact that this event has made on the local jurisdiction(s).

It is during the preparedness phase that jurisdictions should consider how a comprehensive damage assessment would be conducted. Key points to consider in developing these procedures include:

- Reviewing the various damage assessment forms 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.

Damage Assessment Process

The damage assessment process begins with an initial look at the impact of the disaster, which is referred to as the initial damage and impact assessment. The damage assessment team from the impacted jurisdiction(s) conducts this initial damage and impact assessment using the methods they have developed. The data the team collects should be summarized on the Damage & Impact Assessment form, which can be found in Appendix B. Every effort should be made to fill out this report as completely as possible and send it via fax to the Minnesota Duty Officer within 48 hours of the disaster.

After the Damage & Impact Assessment form has been received and reviewed by HSEM and the affected communities, a decision is reached as to what, if any, federal disaster assistance will be requested.

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.

1. The telephone number chosen should be independent, if possible, from the main switchboard. Incoming calls could jam other important phone lines.
2. 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.
3. The phone system should have rollover capability so that more than one phone can be used for answering the hotline.
4. Sufficient numbers of operators should be available to answer the phones.
5. Instructions should be given to the operators so that calls can be properly routed or responded to.
6. Consideration should be given to maintaining the hotline on a 24-hour basis, if appropriate.
7. 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.

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.

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.

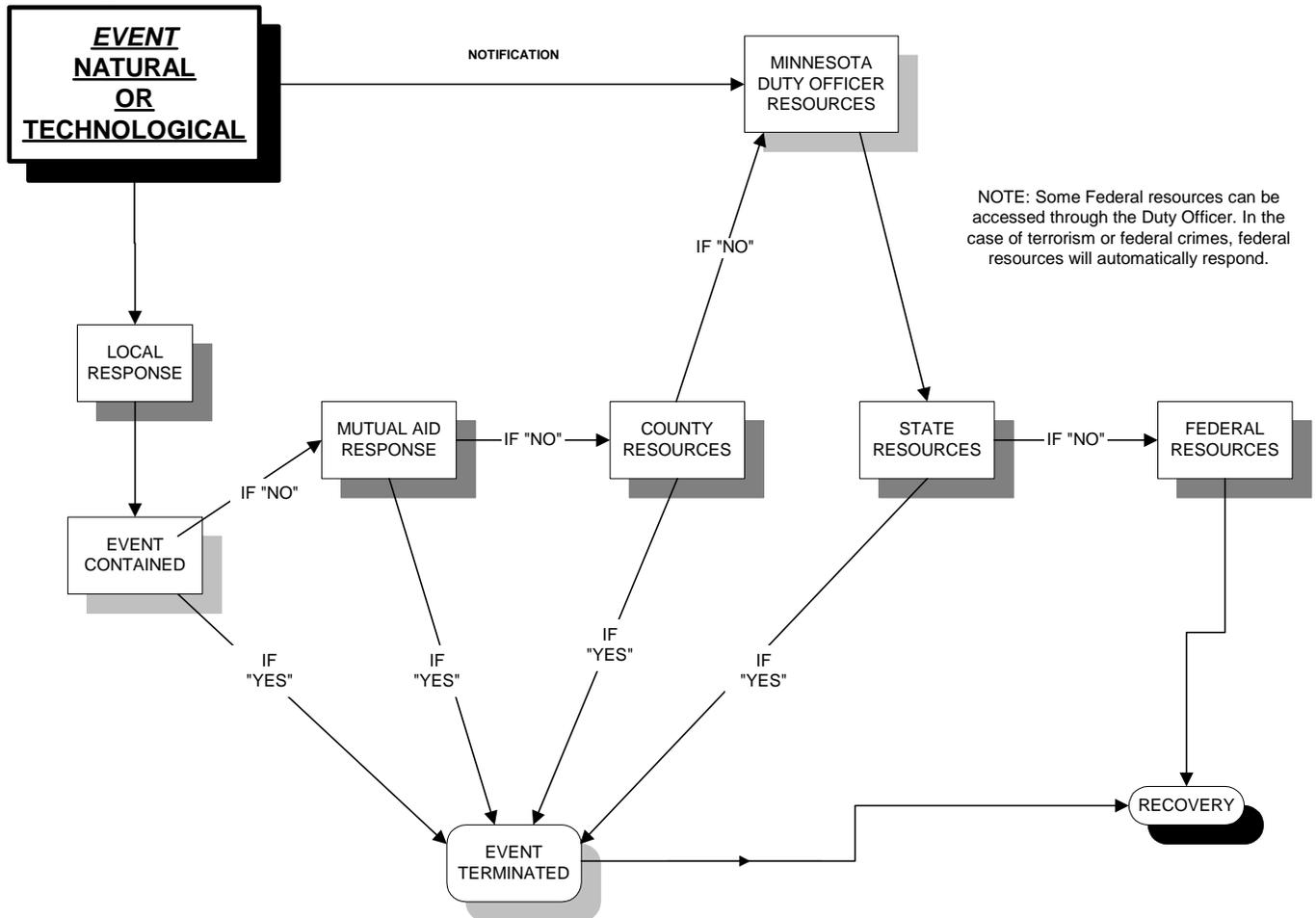
FEMA Assistance

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.*

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.

VI. Resources

A. Response Flow Chart



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 2000, Chapter 12 contains specific guidelines on mutual aid. 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 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. Non-governmental Resources and Planning

The many 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:

1. Many times they are the only disaster assistance provider, particularly in “small” disasters; and
2. 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

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 by inviting 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, set up in local jurisdictions and consisting of government and voluntary agency partners, work cooperatively to get needed goods, funds or help to where the need is greatest. A State Donations Coordination Team and a State Donations Management Plan have been established to deal with large-scale events. Emergency managers should develop donations management and volunteer coordination plans to handle these offers at the local level.

Animal Issues

Dealing with animal issues during emergencies is vital to human public safety efforts. People who have pets or that work with or care for animals sometimes react very differently to emergency instructions (evacuation orders, etc), than those that don't have an "animal" connection. As with donations and volunteer management, local jurisdictions should address animal issues in their emergency plans.

A sample Animal Disaster Plan has been developed by a group of local and state emergency managers, animal control officers, and animal welfare organization personnel for use by local emergency managers. It is available at <http://www.minnesotaanimalcontrol.org/documents1.htm>, or through the Volunteer Resource Coordinator. The plan is offered as a sample only and is not a required plan format.

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.

Two organizations, MNVOAD and MIDR, have been formed to do this.

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 coordination has resulted in many joint disaster relief efforts during the past two years, including co-located disaster client service centers, partnerships between agencies with equipment and those with personnel, and greatly improved coordination of emergent volunteer efforts.

Minnesota Interfaith Disaster Response (MIDR) is a forum for faith-based organizations to discuss and promote cooperation and coordination during emergencies. Many MIDR members are also MNVOAD partners. MIDR efforts focus primarily on the recovery phase of the emergency

management cycle, when group members assist disaster-stricken communities to form interfaith groups and long-term recovery committees. These groups assist disaster victims who have unmet needs after government assistance, insurance, and other programs have provided all of the assistance they can.

D. 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:

1. On the scene support services (for large or prolonged incidents);
2. Demobilization briefings, which are carried out at the scene at the end of shifts;
3. Initial defusing, which is done shortly after the incident; and
4. 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

To request CISM team services, use the following procedures:

1. Call the Minnesota Duty Officer or your area team number and ask for any or all of the services listed above.
2. A CISM team coordinator will call you to respond to your request.
3. 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.
4. 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.

E. Assistance 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 Appendix B. 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 purpose of the 24-hour Minnesota Duty Officer (MDO) program is to provide a single point of contact for public and private sector entities to call when state-level assistance is needed or when a state-level notification is required.

The scope of the Minnesota Duty Officer Program includes, but is not limited to, actual or impending events such as the following:

- Hazardous materials incidents
- Pipeline leaks or breaks
- Radiological incidents
- Requests for National Guard/Civil Air Patrol
- Requests for CAT/ERT teams
- Aircraft accidents/incidents
- Search and rescue assistance
- Bomb squad information
- Natural disasters (tornado, flood, fire, etc.)
- Homeland security threats
- 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 Health
 - Department of Natural Resources
 - Pollution Control Agency
 - Department of Transportation
 - Department of Agriculture
 - Department of Public Safety

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.

1. Sheriff/mayor forwards the request to the Minnesota Duty Officer.
2. HSEM coordinates mission with the National Guard and forwards a recommendation to the Governor.
3. Governor approves request.
4. 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.

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 and recommending mitigation actions necessary to protect life, property, and the environment that are in keeping with locally available levels of hazardous materials training and response capabilities. A Chemical Assessment Team (CAT) is comprised of a minimum of three trained personnel: one specialist and two technicians. This team is the initial response group that will assess the situation and determine if a full team response is necessary.

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, Fridley;
- 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 page 36 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)296-2233.

FEMA - Mobile Emergency Response Support Detachment

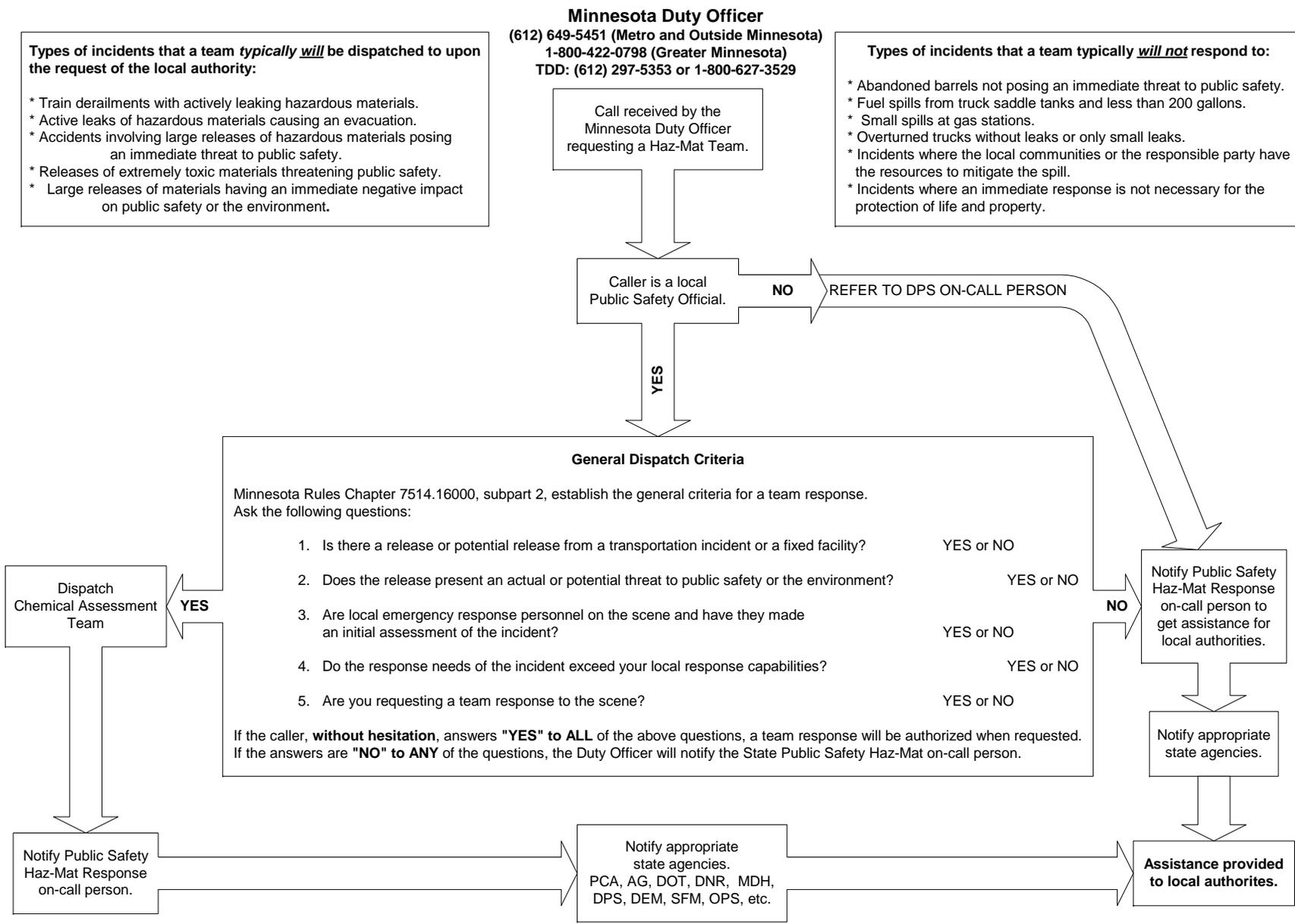
Part of FEMA are units called Mobile Emergency Response Support (MERS) Detachments. The MERS Detachment that serves Minnesota is based in Denver, Colorado. MERS has trained personnel and specialized equipment that can provide a wide variety of logistical and communications support in any major disaster situation. The MERS Detachment is usually requested by the state; but if any local jurisdiction needs logistical or communication support in major disaster response efforts, it can be accessed, in consultation with HSEM, through the Minnesota Duty Officer.

Federal Investigative Agencies

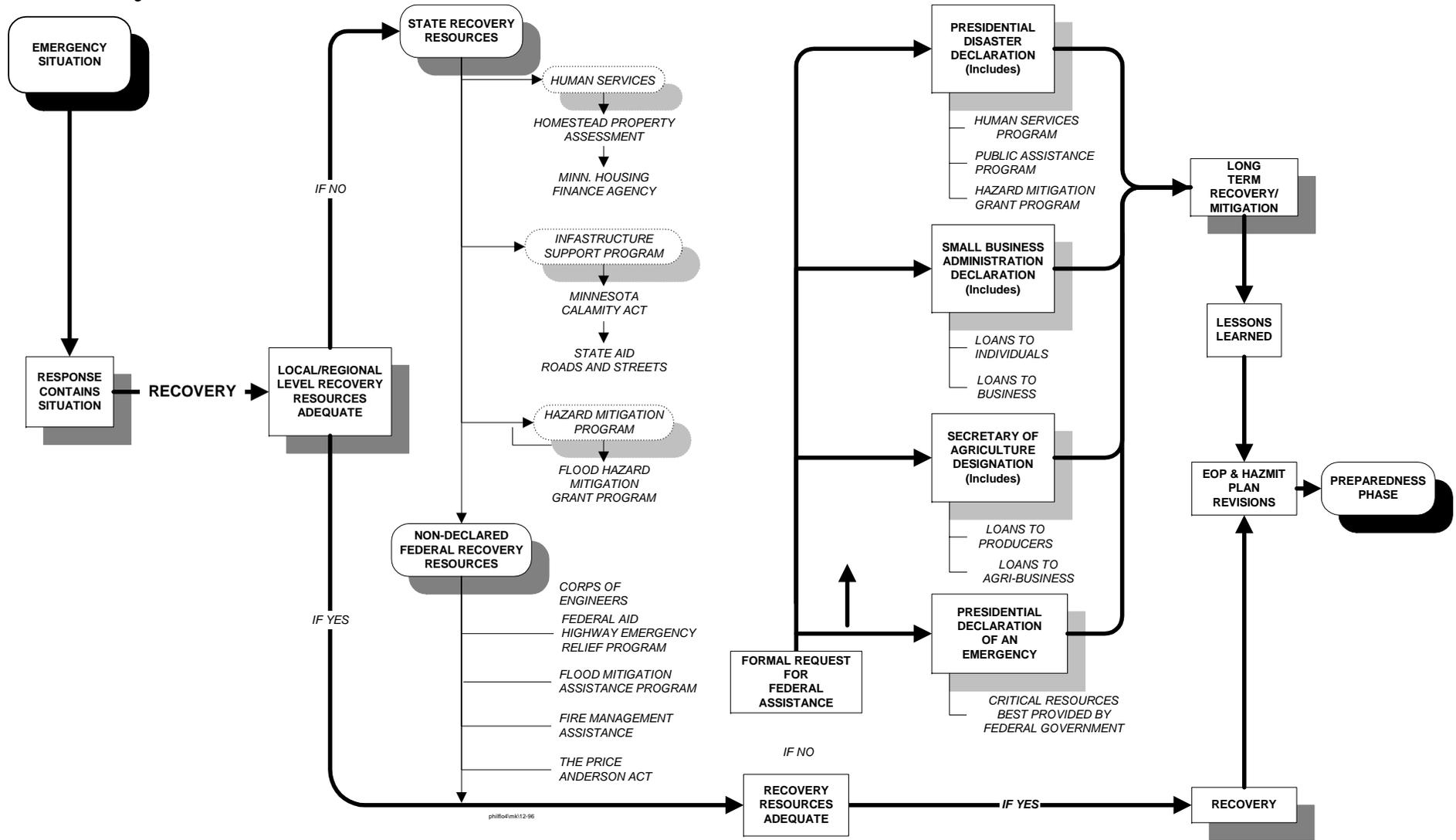
When certain disasters occur that are a result of a federal criminal act or require federal investigation, certain federal agencies will respond to the disaster scene and perform this function. They do not and will not assume command and control. Examples of this type of federal support include the Federal 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



VII. Recovery Flow Chart



VIII. State Recovery Programs

A. Reassessment of Homestead Property Damaged in a Disaster

As provided for in Minnesota Statutes Chapter 273.123, the purpose of the Reassessment of Homestead Property Program is to permit a reduction in the property tax of homeowners whose homesteaded property has been damaged as the result of a disaster and a reimbursement of local government for lost property tax revenue. Property tax reduction is accomplished by providing affected homeowners with a tax credit. The credit reflects the fact that, during the portion of the year remaining after the disaster damage occurred, the market value of the home was reduced as a result of the damages.

To obtain approval for the reassessment of homestead property, a city or county must petition the State Executive Council for approval. There are specific requirements that must be met in order for a jurisdiction to request relief. If considering forwarding a request for reassessment, please contact your HSEM regional program coordinator.

Local Government Eligibility Requirements

For local governments (cities and counties) to be eligible to apply for permission to grant the disaster (homestead tax) credit, as a result of a tornado, storm, flood, explosion, fire, or other catastrophic event, one of four emergency/ disaster designations must have occurred:

1. Presidential declaration of a major disaster,
2. Secretary of Agriculture disaster designation,
3. Small Business Administration disaster declaration, or
4. City or county declaration of a state of emergency.

The types of damages that potentially qualify for homestead reassessment are very specific and must be documented accurately. In order for a local government to petition the State Executive Council, it must demonstrate the following minimum homestead property damages have occurred:

1. The average dollar amount of the damage for the homes which are damaged in the jurisdiction making the application must be at least \$5,000; and
2. At a minimum, at least 25 homes in the jurisdiction must have been damaged **or** the total amount of damage to all homes must be equal to at least one percent of the total market value of all the homesteads in the jurisdiction.

For a specific property to be eligible, the homeowner must also meet the following criteria:

1. The home (whether it is a farm house, townhome, condominium, mobile home, or single-family home) must be the owner's homestead;
2. The property must have been damaged in the event which resulted in the disaster designation; and
3. The property must be located in a jurisdiction that has received approval from the State Executive Council to grant the disaster credit.

Application Process

A city or county that wants to obtain State Executive Council approval to reduce property taxes on damaged homestead property and to be reimbursed for its loss of tax revenue must prepare a request that includes, at a minimum, the following:

1. A **resolution** specifically requesting reassessment of damaged homestead property for the purpose of a special tax credit as provided for in Minnesota Statutes 273.123. A sample resolution is included in Appendix B.
2. A **damage assessment report** which lists the damaged homestead property's address (or property identification number), pre-disaster value, type of damage, and estimated dollar value of the damage. A homestead damage assessment report form is provided in Appendix B.
3. A **damage assessment recap form**. A copy of this form is included in Appendix B.
4. A **copy of the appropriate disaster declaration or resolution**.
5. Although not required, a **short narrative** describing the nature of the disaster and its impact on the community and homeowners is helpful. Maps or other descriptive items that show the extent of the damages are also useful.

The above documents should be forwarded to HSEM, which will review them to ensure that minimum program requirements have been met. If they have been, multiple copies will be provided to the Recording Secretary for the State Executive Council. This action will result in the request for reassessment being placed on the agenda of the next scheduled meeting of the Council, which meets quarterly. Lastly, a HSEM representative will appear before the Council and present the request.

Determining the Reassessment of Homestead Property Tax Credit

The assumption underlying the credit is that the property tax bill is based on the homesteaded property retaining its assessed value for a full year.

The reduction in property tax provided by this credit is achieved by adjusting downward the estimated market value of the damaged home to reflect the fact that (for the portion of the year after the damage occurred) the market value of the home was reduced as a result of the damage. The amount of the credit is the difference between what the property tax on the home would have been if it had not been damaged and the property tax on the home based on an estimated market value which has been adjusted to reflect damage.

After the local government has received approval to grant the disaster credit, the county assessor makes an estimate of the market value of each damaged home in its damaged condition. Using both the estimated market value of the home in its damaged condition and the estimated market value of the home before it was damaged, the assessor determines an adjusted estimate of the market value of the home. The assessor utilizes the following formula:

1. Divide the number of full months of the year remaining after the home was damaged by 12. The result is a percentage.
2. Multiply the estimated market value of the home after being damaged by the result of step 1.
3. Divide the number of months of the year that had passed before the home was damaged by 12. The result is a percentage.
4. Multiply the estimated market value of the home before it was damaged by the result of step 3.
5. Add the result of step 2 to the result of step 4. This is the adjusted market value that will be used to determine the amount of property tax on the home.

The assessor then provides the county auditor with the adjusted estimated market value of the home. The county auditor determines the dollar amount of the credit using the following formula:

1. Use the adjusted estimated market value of the damaged home to determine the property tax on the home;
2. Determine what the property tax would have been if the home had not been damaged; and
3. Subtract the result of step 1 from the result of step 2. The result is the amount of the disaster credit.

The amount of the credit is subtracted from the property tax bill for the specific property.

Local Property Tax Reduction Option

Both the owner of homestead property who is not eligible to receive the disaster credit because the local government eligibility requirements are not met *and* the owner of non-homesteaded property may receive a reduction in the amount of taxes payable for the year in which the damage to the property occurs if the following criteria are met:

1. 50 percent or more of the homestead dwelling (or other structure) is destroyed and uninhabitable (or the other structure is not usable); and
2. The owner of the property makes written application to the city or county assessor as soon as practical after the damage has occurred; and
3. The owner of the property makes written application to the county board.

B. Minnesota Housing Finance Agency Low-Interest Loans

The Minnesota Housing Finance Agency (MHFA) is a state agency that was established to provide affordable financing for the purchase, construction, and improvement of housing for Minnesota residents with modest incomes. MHFA has several loan programs, all with different eligibility requirements and terms. It is important to note that although assistance to homeowners who have suffered damages due to a disaster is not the primary purpose of these loans, MHFA supports the use of these loans to help disaster victims towards recovery. With all MHFA loans it is the responsibility of the individual applicant to work with the appropriate local agency or lender to determine eligibility for a MHFA low interest loan.

Loan Programs

Each of the programs has unique eligibility requirements, terms, and maximum income levels. While specific information is provided, it is important to note that some loan program guidelines may change. For current guidelines and more specific information contact the MHFA Consumer Information Line at (651)296-8215 or (800)710-8871.

Rehabilitation Loan Program

The Rehabilitation Loan program assists low to moderate-income homeowners in financing home improvements that directly affect the safety, habitability, energy efficiency, and accessibility of their homes.

Applicants eligible for this program must occupy the home to be rehabilitated. Applicants' assets must not exceed \$25,000. The Adjusted Gross Annual Household Income Limit is \$18,000 statewide. The maximum loan amount is \$15,000 with a 30-year term with repayment deferred until the borrower sells, transfers title, no longer lives in the property, or at the end of 30 years.

Single-family homes, duplexes, and manufactured housing taxed as real or personal property are eligible for this program.

Fix-Up-Fund Loans

MHFA, along with your community lenders and housing agencies, can provide you with below market fixed rate loans to fix up your home. Rates are subjects to change depending on the market.

To qualify for a Fix-Up Fund Loan:

- Gross incomes must be no greater than:

11-county Twin Cities metro area	\$75,000
Olmsted County	\$69,000
Balance of state	\$65,000
- The applicant must be the year-round owner/occupant of the home being fixed.
- One-to-four unit owner-occupied units are eligible.
- Loans over \$5,000 must be secured with a mortgage.

Maximum loan amount is \$25,000 with a below-market interest rate. Most improvements to the livability, accessibility, or energy efficiency of a home are eligible. Mobile homes are not eligible unless they are fixed on a permanent foundation and taxed as real property.

Community Fix-Up Fund

The Community Fix-Up Fund is available to help communities address their home improvement needs and objectives. Applicants must meet the community's established targeting criteria, which among other things could be addressing improvements necessitated by a disaster.

The gross annual income for the Community Fix-Up Fund is \$87,000 statewide. Interest rates are based on the income of the household. The maximum loan amount is \$35,000, with a maximum loan term of 20 years. Loans over \$5,000 must be secured with a mortgage. Properties must be owner-occupied, one-to-four units, and taxed as real property.

Rental Property Assistance

Assistance for owners of affordable rental property may also be available through MHFA. Property owners should contact MHFA for details.

C. Calamity Act, Minnesota Statutes Chapter 9.061

A local agency of government may request assistance under the provisions of this statute when, as a direct result of natural disasters, disease, fire, or extreme economic distress, damage to public facilities (such as streets, roads, buildings, sewer systems, schools, other public buildings, and publicly-owned utility systems) has occurred that is beyond the financial capability of that local agency of government and has resulted in a continuing threat to life and property.

Request Procedure and Documentation Required

Requests for assistance under the provisions of Minnesota Statutes Chapter 9.061 must be in writing, and must be submitted to both the Governor's Office and HSEM. The individual documents which must be included as part of the request are:

1. A transmittal/cover letter (see example in Appendix B).
2. Narrative. This portion of the request is very important, and it should be complete. The narrative should contain information regarding the background of the problem, contributing factors, actions taken by local officials to combat the emergency, normal expenditures for similar problems, previous emergency situations and expenditures for that emergency during the current fiscal year, and average expenditures for similar services over the past three years. The narrative should include the relevant information necessary to assist the State Executive Council in determining what assistance, if any, will be provided. Detailed items referenced in the narrative should be substantiated by supporting documentation in the form of attachments.

In the case of flooding or blizzard disasters, the narrative should be documented by a plot map that identifies locations and types of damages.

The documentation should include photographs to support the written narrative.

3. Resolution (see example in Appendix B). A resolution must be passed by the local unit of government making the request whether that is a city council, a town board, or a county board of commissioners. The resolution must describe the problem, request assistance under the provisions of Minnesota Statutes Chapter 9.061, and indicate briefly the reason(s) for the request.
4. Project Explanation. An explanation must be included which specifically describes each project for which financial aid is being requested. The explanation (by project) of the work to be done is to include the cost to date and the estimated cost to alleviate the problem. A statement will be included, if applicable, concerning the normal budget expenditure for this type of project in past years. In cases where funds are not normally budgeted for the projects, the budget portion may be omitted. If the application includes maintenance of roadways, projects will be listed in accordance with the normal designation of work projects as described for committal of budget funds.
5. Explanation of Attempts to Cover Expenses. In a separate document, explain in detail what attempts were made by the political subdivision to cover the expenses incurred during and following the disaster.
6. Explanation of Attempts to Obtain Financial Assistance. In a separate document, explain the attempts that were made to obtain financial assistance from other sources. If attempts were made, indicate the action taken and the results achieved. If no attempt was made, indicate by "NONE."

7. Financial Statement (see example in Appendix B). A financial statement must be included which shows the financial condition of the government making the request. This statement should enable the State Executive Council to determine an overall financial condition of the government and will not be limited to the specific financial area for which the emergency funds are being requested. The financial statement concerning the maximum authorized tax levy for that specific government should be included. Anticipated available revenue from the levy should also be included.

The statement should reflect the actual receipts and disbursements for the past five years, as well as the current year's expenditures to date. In addition, the estimated receipts and disbursements for the balance of the year should be included in the last column. This statement should be accompanied by a list of cash and investment balances at the close of the last fiscal year for each fund. Any short-term borrowing or extraordinary financial commitment should be explained in a note attached to the statement.

8. Township Emergency Tax Levy. Townships are required to submit a resolution passed by the town board. The resolution must state that the 1.6-2/3 mill emergency tax authorized by Minnesota Statutes Chapter 164.04, Subdivision 3 has been levied or that the emergency tax will be levied.

Review and Disposition of Requests: A Summary

As indicated previously, a request for assistance under the provisions of Minnesota Statutes Chapter 9.061 must be submitted to both the Governor's Office and to HSEM. Upon HSEM's receipt of a request, the following will occur:

1. HSEM will review the request the request, and will make a preliminary determination as to the completeness of the accompanying documentation and the validity of the request. In order to make this determination, HSEM will provide the Departments of Finance and Revenue with copies of the documentation for their review and comments. In addition, HSEM may request assistance from other applicable state agencies including, but not limited to, Department of Transportation, Department of Natural Resources, Department of Health, and the Office of State Auditor.
2. The director of HSEM will present all requests received by the Division, along with a recommendation regarding those requests, to the State Executive Council.
3. The State Executive Council normally meets quarterly but may arrange special meetings when, in their opinion, the situation warrants such meetings. The State Executive Council has not established a time limit for the submission of an application.
4. The state auditor will audit the financial statement of the applicant; *the cost of the audit is the responsibility of the applicant*. If the State Executive Council grants an award, the audit cost may be included in the award.
5. If the State Executive Council determines that financial relief is warranted, it will make the necessary appropriation of funds. These funds will be distributed to the applicant by HSEM. As of this writing, the State Executive Council has no funds at its disposal for granting an award. If a jurisdiction provides all of the necessary documentation and appears to meet criteria for assistance through the Calamity Act, however, HSEM will present the request to the State Executive Council. If a request is approved, funds may be made available from another source.

D. Disaster Assistance for State-Aid Roads and Streets

As provided by Minnesota Statutes Chapter 162.06 and 162.12, disaster assistance is available through a program managed by the Minnesota Department of Transportation (Mn/DOT). The program is designed to provide assistance to counties and “urban municipalities”¹ for repairs to state-aid roads and streets. The assistance would come in the form of additional funding for these disaster-damaged roadways.

Procedures and Eligibility Criteria

1. A county or urban municipality which has sustained damage to its state-aid roadways and which wants to obtain assistance under the provisions of this program must conduct a damage assessment. This damage assessment must result in a written summary of the total dollar amount and type of damage that has occurred. An example of a damage assessment summary that could be used for this purpose is shown in Appendix B. Once completed, the damage assessment summary, along with a cover letter, must be submitted to the commissioner of Mn/DOT.
2. Damage estimates submitted by a county or urban municipality must exceed 10% of the current annual state-aid allotment to that county or urban municipality before the commissioner will appoint a "disaster board" to inspect the disaster area. The disaster board will consist of three county engineers and three county commissioners from counties other than the requesting county, or three city engineers and three members of the governing bodies of cities other than the requesting urban municipality.
3. The board will report (in writing) to the commissioner. The commissioner will make the final determination as to the amount of assistance, if any, that will be made available.

¹ Defined as cities with a population of 5,000 or more.

E. Flood Damage Reduction (FDR) Program

Minnesota Statutes Chapter 103F.161 authorizes the Commissioner of the Department of Natural Resources to make grants to local governments to:

1. Conduct floodplain damage reduction studies to determine the most feasible, practical, and effective methods and programs for mitigating the damages due to flooding within floodprone rural and urban areas and their watersheds.
2. Plan and implement flood mitigation measures.

For additional information contact:

Department of Natural Resources

Division of Waters

500 Lafayette Road

St. Paul, MN 55155-4032

Phone: (651)296-4800

IX. Federal Assistance Available Without a Presidential Declaration

A. U.S. Department of Agriculture Disaster Assistance

In the event of a natural disaster (e.g., drought, flood, tornado), the U.S. Department of Agriculture (USDA) can provide many types of assistance to farmers and other rural residents. The following pages will deal with only the most commonly implemented programs and procedures.

Changes under the Federal Crop Insurance Reform Act of 1994 have affected eligibility requirements for many of the disaster assistance programs administered by the USDA. Most significantly, applicants for many programs must now carry at least "catastrophic" Federal Crop Insurance multi-crop insurance, if available. *If Federal Crop Insurance multi-crop insurance is available but not used, an applicant may not be eligible for further disaster assistance.* For more information on Federal Crop Insurance program requirements and how they may affect disaster assistance, contact your County Farm Service Agency (FSA) Office. *Federal Crop Insurance program changes have not affected the Emergency Loan Program.*

USDA Assistance Available Without a Secretarial or Presidential Declaration

The type of assistance USDA can offer depends on the magnitude of the disaster. In many cases, the USDA can offer assistance that does not require a Presidential or Secretarial declaration. Commonly implemented programs of this nature are as follows:

Emergency Conservation Program (ECP)

Administered by Farm Service Agency (FSA)

To help farmers and ranchers rehabilitate farmland damaged by natural disaster, the ECP can provide cost-share assistance for repair or replacement of permanent fencing, debris removal from cropland and fields, grading and shaping (rehabilitation) of farmland, and other assistance as needed and approved by the county FSA committee. During periods of severe drought, costs are also shared for carrying out emergency water conservation measures. The ECP cost-share payment can be applied to up to 64% of the cost of the work with the farmer paying the remainder. Land subject to frequent damage (three or more times in 25 years) is **not** eligible. FSA can implement the ECP on a county-by-county basis, subject to the availability of funds.

Noninsured Crop Disaster Assistance Program (NAP)

Administered by FSA

Federal Crop Insurance is not available for all crops. When uninsurable crops are adversely affected by a natural disaster, NAP may be able to provide some crop loss protection. Producers may request payments to offset crop losses when the production loss was caused by a natural disaster in an approved area. NAP crops are eligible when the expected "Area Yield" is less than 65 % of normal. NAP payments are made to eligible producers when individual crop losses are in excess of 50% of the individual's approved yield at 60% of the crop's average market price (determined by FSA).

Producers must report losses within 15 days of the crop loss. Unlike previous disaster assistance programs, producers must file an acreage and production report with the local FSA office prior to the Crop Reporting Date². If acres and yields are not reported on time, producers may not be eligible for NAP assistance. Funding is not dependent on emergency legislation; potential NAP payments are anticipated, and federal funding is assured. The only producer cost associated with NAP is the time it takes to annually report acres and yield to the FSA office. For more information, contact your County FSA Office.

² The "Crop Reporting Date" is an annual date on which all producers for every crop report acreage to the federal government.

USDA Assistance Requiring a Secretarial or Presidential Declaration

Emergency (EM) Loans

Administered by FSA

EM Loans may be used to help cover production losses³ and/or physical losses⁴, including: restore or replace essential property, pay production costs, pay essential family living expenses, reorganize the farming operation, and refinance debts. The loan amount is limited to 80% of the loss up to a maximum of \$500,000. Applicants must meet certain eligibility requirements which include suffering a qualifying loss and being unable to obtain credit from commercial lenders. Applicants must also demonstrate repayment ability for the loan and provide collateral to secure the loan. The USDA-FSA EM Loan Program is made available to farmers in counties included in Presidential disaster declarations and Secretarial disaster declarations. The regional FSA Administrator may authorize EM loan assistance for physical losses only when there is no other disaster designation. Farmers in counties contiguous to the counties named in each type of declaration are also eligible for EM loans.

Secretary of Agriculture Declaration Process

To be considered eligible to make a request for an agricultural disaster declaration, the county must demonstrate it has sustained a minimum of 30% crop loss for one or more crops countywide. This rule applies to declaration requests due to production losses. The request for a Secretary of Agriculture declaration is processed simultaneously in two different tracks with all documentation from both ending up in the Secretary of Agriculture's office. Both processes begin in the county with the County Emergency Board (CEB).

The flow chart shows the "dual track" for requesting an agricultural disaster declaration from the Secretary of Agriculture. The process begins with two steps at the county level involving the USDA Farm Service agent and the CEB. When the CEB issues a recommendation to seek a declaration, that recommendation is forwarded both to HSEM and to the State FSA Office. For clarity on the chart, one track is referred to as the "Governor's Track" and the other the "FSA Track." The action steps in each track placed across from each other indicate that they occur in roughly the same time frame. *The county emergency manager can facilitate the process in the "Governor's" track by participating in sending documentation to HSEM.*

³ Production losses – A reduction in yield per acre or crop quality directly caused by the disaster.

⁴ Physical losses – Damage to fences, machinery, equipment, tools, livestock, production on-hand or stored, harvested crops on-hand or stored, supplies on-hand, and growing crops/pasture that will be replanted or reestablished. Physical losses also include debris removal costs.

The following table represents the eligible counties and types of assistance available for each form of agricultural disaster declaration.

Type of Agriculture Declaration	Type of Counties	EM Loans	SBA-EIDL Program
Presidential disaster declaration for Public Assistance (PA) only ⁵	Primary and contiguous	Yes – for crop production losses and physical losses	No
Presidential disaster declaration with human services programs	Primary and contiguous	Yes – for crop production losses and physical losses	Yes – for small business and cooperative suffering economic losses due to agriculture disaster
Secretary of Agriculture designation of disaster	Primary and contiguous	Yes – for crop production losses and physical losses	Yes
FSA Administrator’s Physical Loss Declaration	Primary and contiguous	Yes – for physical losses ONLY	No

Primary counties – Those counties named as disaster counties in any declaration.

Secondary counties – Those counties contiguous to a named disaster county including counties in adjoining states.

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

⁵ The Governor requests agricultural assistance in his overall request for a Presidential disaster declaration.

B. Small Business Administration Disaster Assistance

The Small Business Administration (SBA) offers low-interest loans to both homeowners and businesses affected by a disaster. Eligibility is based on financial criteria and private insurance. While damages suffered by a single community can trigger an SBA declaration, the designation is made for an entire county.

There are four ways in which a community/county can receive SBA assistance. They are:

1. A presidential declaration of a major disaster is received that includes the human services programs. The SBA loan program, including all three loan types explained below, is automatically implemented.
2. A Secretary of Agriculture designation is made. In response, the SBA may make an *economic injury* disaster declaration in support of the natural disaster determination by the Secretary of Agriculture (see Economic Injury Disaster Loans).
3. A county seeks an independent SBA declaration. In this instance, a community or communities in a county has suffered significant damages yet does not meet the threshold to seek a Presidential declaration. For a county to seek an independent SBA declaration, it must meet one of the following SBA requirements:
 - A minimum of 25 businesses, homes, apartments, or a combination of all three, in one county, sustaining uninsured losses equal to 40% or more of the fair-market replacement value. All owned residential property must be the primary residence. In the case of an apartment building, each apartment/renter is considered a separate residence. However, renters are only eligible for personal property loans.
 - A minimum of three businesses sustaining uninsured losses equal to 40% or more of their estimated fair-market value; and as a direct result of such damage, 25% of the work force in that community would be unemployed for at least 90 days.
4. The SBA makes an economic injury declaration. The Governor must certify in writing that at least five small business concerns in a disaster area have suffered substantial economic injury as a result of the disaster and are in need of financial assistance not otherwise available on reasonable terms.

All counties contiguous to the county that receives an SBA disaster designation will also become eligible for SBA loan programs *except in the instance of a Presidential declaration of a major disaster that includes human services programs*. In this case, only the counties designated for human services programs are eligible for SBA disaster home loans. Economic Injury Disaster Loans are available for all businesses in all primary and contiguous counties due to the inclusion of agricultural assistance in a Presidential declaration.

Types of SBA Disaster Loans

Disaster Home Loans - Loans to homeowners or renters to repair or replace disaster damages to real estate and/or personal property owned by the victim. Renters are only eligible for personal property losses.

Business Physical Disaster Loans - Loans to businesses to repair or replace disaster damages to property owned by the business, including real estate, machinery and equipment, inventory, and supplies. Businesses of any size are eligible. Non-profit organizations such as charities, churches, and private universities, are also eligible.

Economic Injury Disaster Loans (EIDL) - Loans for working capital to small businesses and small agricultural cooperatives to assist them through the disaster recovery period. EIDL assistance is available only to applicants with no credit available elsewhere (i.e., if the business and its owners cannot provide for their own recovery from non-government sources).

SBA disaster assistance is in the form of loans. All applicants must demonstrate the ability to repay loans. Interest rates will depend on each applicant's credit status and ability to repay. Actual loan amounts, collateral, and terms vary by loan type. Questions regarding these details should be addressed to the SBA.

Sequence in Seeking an SBA Designation

Conducting a damage assessment is always the first step in seeking either state or federal assistance. Counties should utilize the appropriate damage assessment forms contained in Appendix B. If the damage assessment demonstrates sufficient damages to warrant seeking an SBA declaration, there are several steps the petitioning community/county must take to initiate this process. The governing body must pass a resolution requesting an SBA declaration. A sample resolution is included in Appendix B. The original resolution, a cover letter (signed by the appropriate chairperson) to the Governor, and a copy of the completed damage assessment should be sent to HSEM. All documents will be reviewed, and a cover letter prepared for the Governor's signature. HSEM will then forward the entire package to the SBA.

Upon receipt of the Governor's request, the SBA will send an inspector to verify damages indicated in the original damage assessment. The SBA will then either approve or deny the request. If approved, the SBA will establish a toll-free hotline number for registering for assistance. The SBA will also establish an office in the affected community(ies) within days of the approval and will issue press releases on their programs. This temporary SBA office will remain open as long as needed, and individuals needing assistance can meet face-to-face with an SBA representative.

C. Federal-Aid Highway Emergency Relief Program

The Federal-Aid Highway Emergency Relief (ER) program is designed to assist states whose federal highways have been seriously damaged by a natural disaster or by catastrophic failures from external causes. Federal aid highways are all the public roads not functionally classified as either local or rural minor collectors. This program is based on federal-state/local cost sharing and is administered through the Minnesota Department of Transportation (Mn/DOT) by the Federal Highway Administration (FHWA) Office in St. Paul, MN.

Upon the declaration of an emergency, the Office of Investment Management, (OIM) in the Mn/DOT Central Office should be notified immediately. The OIM has the responsibility for the overall coordination of the ER Program in Mn/DOT. Promptly upon notification of an emergency situation, the OIM will contact the FHWA to arrange for a windshield survey of the damage and the Mn/DOT District Offices involved to arrange a time to visit the emergency sites. Also contacted at this time is the Mn/DOT State Aid For Local Transportation Division (SALT). It is the responsibility of SALT to coordinate the recovery process of the trunk highways with the local road authorities. All requests to the FHWA must be handled by OIM.

This program requires a minimum of \$500,000 in damages on the federal aid system prior to the approval of ER funding. The maximum per event is \$100,000,000; however there is a cap on the program nationally that may impact the available funding.

Emergency repairs may begin immediately with good record-keeping a must. No reimbursement may be made until the following steps and approvals are complete:

1. The Governor must proclaim an emergency, or a Presidential declaration must be made.
2. Mn/DOT officials prepare a letter of intent that the state intends to seek ER Program funding from federal highway authorities.
3. Federal and state highway officials conduct a damage assessment, usually with local highway departments. *This damage assessment is not part of any damage assessments conducted for a Presidential or SBA disaster declaration or other programs.*
4. Based on the damage assessments, OIM makes a formal request for the ER Program. The Minnesota Division Office of the FHWA recommends either approval or denial of the program based upon the damage assessment.

The two classifications for repair work supported by this program are emergency repairs and permanent repairs.

Emergency repairs are repairs during and immediately following a disaster necessary to restore essential traffic, minimize damage, or protect remaining facilities. These repairs can be made immediately, and properly documented costs can be reimbursed later if the ER Program is approved. Some examples of emergency repairs are

- establishing emergency detours,
- removing slides and debris,
- providing temporary bridges or ferry service,
- regrading, and
- placing rip-rap to prevent further scour.

Permanent repairs are those necessary to restore a roadway to its predisaster condition. These repairs must follow normal federal aid procedures and require the approval of the FHWA administrator. These procedures include inclusion in a State Transportation Improvement Program, environmental documentation, project plan, federal authorization, and contract letting.

Failure to follow these procedures would result in a loss of federal reimbursement. Some examples of permanent repairs are:

- restoring pavement surfaces;
- reconstructing damaged bridges and culverts; and
- replacing signs, guardrails, and other highway appurtenances.

The ER Program is a cost-sharing program between federal and state/local authorities. The actual amount of cost-sharing varies depending on the timing and nature of the repairs. General guidelines are:

- For costs associated with restoring essential highway traffic, minimizing the extent of damage, or protecting the remaining facilities, which are incurred in the first 180 days after the occurrence of the disaster, the federal share is 100%.
- For the costs of permanent restoration work and the cost of all repairs incurred after the first 180 days, the federal share is based on the pro-rata share of the highway that is being repaired.

HSEM has a very limited role in this program. Most coordination and damage assessments are done by the FHWA, Mn/DOT, and local highway departments. A Presidential declaration of a major disaster is needed in order for any other type of roads to receive federal financial assistance. County engineers and district Mn/DOT offices have maps that identify on-system roads.

D. Flood Mitigation Assistance Program

FEMA's Flood Mitigation Assistance (FMA) Program provides funding to assist states and communities in implementing measures to reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program (NFIP).

How FMA Works

FEMA distributes FMA funds to states, which in turn provide funds to communities. The State serves as the grantee and program administrator for the FMA. The State:

- Sets mitigation priorities,
- Provides technical assistance to communities applying for FMA funds,
- Evaluates grant applications based on minimum eligibility criteria and state priorities,
- Awards planning grants,
- Works with FEMA to approve projects and award funds to communities, and
- Ensures that all community applicants are aware of their grant management responsibilities.

Cost-Share and Funding Limits

FEMA may contribute up to 75% of the total eligible costs. At least 25% of the total eligible costs must be provided by a non-federal source.

For more information, contact:
Department of Natural Resources
Division of Waters
500 Lafayette Road
St. Paul, Minnesota 55155-4032
Phone: (651)296-4800

E. Fire Management Assistance Grant Program

FEMA can provide fire management assistance to state agencies, local governments, and Indian tribal governments if the determination is made that a fire or fire complex, currently burning out of control threatens such destruction as would constitute a major disaster. The following criteria is used in making the decision to make a fire management assistance declaration:

1. Threat to lives and improved property, including threats to critical facilities/infrastructure and critical watershed areas;
2. Availability of state and local firefighting resources;
3. High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Rating System; and
4. Potential major economic impact.

In general for costs to be eligible, they must have occurred within the incident period. Eligible costs include equipment and supplies, labor, travel and per diem, pre-positioning (subject to approval of the Regional Director), emergency work (police barricading, traffic control, extraordinary EOC expenses, arson investigation etc.), temporary repair of damage caused by firefighting activities, mobilization and demobilization, and fires on co-mingled federal/state lands.

Following approval of the state's request for a fire management assistance declaration, a FEMA-State Agreement will be entered into. This agreement will remain in effect for the declared fire and any future declared fires until the end of the calendar year.

Note: The Fire Management Assistance Grant Program, formerly Fire Suppression Assistance, has been revised and changes were made to eligible applicants, eligible costs, and program administration.

F. Price-Anderson Act

The Price-Anderson Act was originally enacted as an amendment to the Atomic Energy Act and requires that nuclear power plant licensees have and maintain financial protection to enable them to respond to public liability claims (personal injury and property damage) that might result from an incident/accident.

The only prerequisite for application of the Price-Anderson Act is the occurrence of an incident at a nuclear power plant (or in connection with the transportation of radioactive materials from the plant) or the evacuation of the public, in the vicinity of the power plant, by an authorized official. Implementation of this act does not require a Presidential declaration of an emergency.

Financial assistance is provided by the insurer for current and future additional living expenses for individuals who have evacuated. They may also cover loss of income, bodily injury, property damage, business losses, and environmental cleanup.

The insurer may also reimburse a state or a local government for additional costs incurred in evacuating the public.

X. Federal Assistance Available With a Presidential Declaration

A. Presidential Disaster Declaration Process

The federal government has traditionally been the level of government that provides the greatest amount of disaster assistance for *catastrophic* disasters.

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 such a Presidential 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 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 any or all of the three programs. This verification of damages by HSEM and FEMA inspectors is called a "Preliminary Damage Assessment."

Preliminary Damage Assessment Process

Both FEMA and the Small Business Administration (SBA) will send inspectors to verify the local/state damage assessment. They will look at sites, businesses, and homes that have been identified in the initial damage and impact assessment. It is critical that most of the damage sites are identified and, in the case of public damage, plotted on a map. Usually, additional locations become known between the time the state request is sent to FEMA and the PDA teams actually arrive. These locations should be identified to the damage assessment team when they come out. The PDA teams will want to look at the locations with the worst damages first. The local emergency management director and the local damage assessment team should be prepared to guide them to these sites.

The composition and number of PDA teams will vary with the size of the disaster, the programs requested, and the number of locations to be inspected. However, the basic PDA team composition is as follows:

Individual Assistance Program:

- One FEMA inspector per team for the human services programs
- One SBA inspector per team for SBA disaster loan programs
- One HSEM or state agency representative per team
- One county/city representative per team to guide the team to damaged sites and to serve as a liaison for affected businesses and homes

Public Assistance (Infrastructure) Program

- One FEMA inspector per team for the Public Assistance Program
- One HSEM representative per team to assist in coordinating the damage locations
- One county/city/township representative per team to identify the damaged sites

Hazard Mitigation Program*

One FEMA inspector per team for the Hazard Mitigation Program

One HSEM representative per team to assist in coordinating potential locations

One county/city/township representative per team to identify potential hazard mitigation projects

*On smaller disasters, the Hazard Mitigation Team members merge with the Public Assistance Program teams.

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

The Governor's letter requesting a major disaster declaration will include a narrative describing the natural disaster which resulted in this request, the impact on the affected area, the state and local resources used to combat the emergency, the economic impact, and the results of the preliminary damage assessment. FEMA representatives will prepare a report for their office summarizing the extent and nature of the damages. FEMA Region V, in consultation with FEMA Headquarters, will submit a recommendation to the President.

If approved, the declaration will specify which federal programs will be made available. There is no set time period allotted for the President to make a major disaster declaration; however, it is routinely only days from the FEMA PDA to the announcement of the President's decision.

The following sections explain specific program details for each of the three major federal grant programs.

B. Human Services Programs

People and their needs (physical, material, and mental) are the focus of these programs. The programs offer a broad range of assistance including low-interest loans, grants, unemployment assistance, and counseling services, which are administered by a number of different agencies.

The most common programs implemented with a Presidential declaration of a major disaster are the SBA disaster home loan program and FEMA's Individuals and Households program. Applicants for these programs register by calling the FEMA teleregistration center using an "800" number which is published in the disaster-affected areas.

Disaster Recovery Centers (DRCs)

The purpose of a DRC is to provide disaster victims with the opportunity to learn first hand 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

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

Small Business Administration Disaster Home Loan Program (SBA)

The first form of federal assistance available to a citizen affected by a disaster is a disaster home loan offered through the Small Business Administration. For further information regarding SBA loan programs and application procedures, please refer to page 51-52.

Individuals & Households Program (IHP)

If a citizen is not eligible for an SBA disaster home loan, he/she may be referred to the Individuals and Households Program for consideration of a grant award.

With the passage of the amendments to the federal Robert T. Stafford Act in the year 2000, the old forms of Human Services Programs known as the “Disaster Housing Program” and the “Individual and Family Grant Program” became obsolete. Many of the elements of each plus some additional items were combined to make the new IHP program, which took effect in October 2002.

In Minnesota, the IHP will be administered by FEMA with input from the State. The methods of working together are detailed in a State Plan signed by both parties and updated annually. FEMA will continue to use the “800” toll-free teleregistration hotline as the primary method for citizens to register for assistance from IHP and SBA.

The IHP maximum grant for all assistance to any individual or household was \$25,000 for the year 2001-2002. This figure will be adjusted annually at the beginning of each federal fiscal year using consumer price index (CPI) figures. There are two elements of assistance in the IHP - Housing Assistance and Other Assistance.

IHP Housing Assistance

This part of the program is 100% FEMA funded and provides the following assistance:

- Temporary housing – FEMA can provide rental assistance or direct assistance by providing a mobile home unit for a displaced family.
- Repairs (including mitigation) – FEMA may pay for repairs to a home and/or for mitigation efforts (i.e. elevating appliances, repair of retaining walls, flood-proofing). The maximum allowed for repairs is \$5,000.
- Replacement – FEMA can build to replace a destroyed structure. The maximum is \$10,000.
- Permanent construction – FEMA can authorize permanent construction up to the maximum grant where rental or direct assistance is not feasible.

IHP Other Assistance

This part of the program is 75% funded by FEMA and 25% funded by the State. Categories of assistance include:

- Medical/dental/funeral – Applicants provide documentation of need and expenses.
- Personal property/transportation/other – FEMA inspectors verify losses and awards are made in accordance with a schedule of items and prices.

For all “other assistance” categories, insurance must pay before FEMA.

Disaster Unemployment Assistance

The Disaster Unemployment Assistance (DUA) Program provides unemployment benefits to individuals who have become unemployed as a result of a Presidential declaration of a major disaster and who are not normally eligible for unemployment benefits. These individuals include migrant, seasonal, and year-round employees. They must be able to demonstrate that the disaster specifically impacted their employment status. Individuals can enroll at their local Minnesota Job Service Office. It is important to note that DUA will not automatically be included in a disaster declaration; the state must specifically ask for it.

Crisis Counseling Program

The goal of the Crisis Counseling Program (CCP) is to alleviate mental health problems caused by or aggravated by a major disaster. As in the DUA program, the state must specifically request this program in order for it to be implemented. CCP is comprised of an immediate services and a regular program. The immediate services portion is intended to respond to the immediate mental health needs with screening, diagnostic, and counseling techniques, as well as outreach services, and is funded up to 60 days after the disaster.

The regular program provides up to nine months of crisis counseling, community outreach, and consultation and education services to people affected by the disaster. A request for the regular program must be made separately from the request for the immediate services program. All CCP monies will be distributed through the Department of Human Services to city/county mental health service providers in the declared disaster area.

C. Public Assistance (Infrastructure Support) Program

Following a Presidential declaration of a major disaster, financial and technical assistance is made available through the Public Assistance (Infrastructure Support) (PA) Program by FEMA to state agencies, local governments, school districts, certain private-non-profit organizations, and Indian tribes.

This assistance is provided in order to repair and restore damaged public property to its pre-disaster condition or to meet current codes. This assistance is made available in the form of a grant to the state, which will in turn initiate sub-grants to eligible applicants.

Identification of Potential Applicants

County emergency management directors work with their HSEM regional program coordinator to identify potential applicants, based on the damage assessment.

Potential applicants include:

- State agencies,
- Local governments,
- School districts,
- Indian tribes, and
- Certain private non-profit organizations (PNP). Non-critical PNPs must apply to the SBA prior to requesting assistance under the PA Program.

Eligible work:

- Result of the declared event,
- Within the disaster area,
- In use at the time of the disaster,
- Responsibility of the applicant, and
- Not eligible for reimbursement by another federal agency or insurance.

Applicants' Briefing

Once the potential applicants are identified, Applicants' Briefings are held to provide the applicants with an overview of the assistance available to them through PA Program. Some of the subjects that will be covered are:

- Work and cost eligibility,
- Program time limitations,
- Delivery of the PA program,
- Project formulation,
- Contracting procedures, and
- Administrative requirements.

At this meeting every applicant:

- Completes the Request for Public Assistance form in which they provide the name of the contact person, telephone numbers, and mailing address for the jurisdiction.
- Receives a copy of the Sub-grantee's Guidebook on Major Disaster Assistance and Procedures for the Public Assistance (Infrastructure Support) Program and handouts on various aspects of the program, such as environmental considerations.

Delivery of the Public Assistance Program

FEMA and HSEM determine the staffing requirements for the delivery of the PA Program based on the size of the disaster and the number of counties involved. FEMA and HSEM assign a Public Assistance Coordinator (PAC) to each county or group of counties. The PAC is responsible for working with each of the applicants from the initial kick-off meeting through the completion of the Project Worksheets.

Kick-Off Meetings

A kick-off meeting is held with each applicant or group of applicants to assess the applicant's individual needs, discuss disaster-related damage, and set forth a plan of action for repair of the damaged facilities. Based on the applicant's damages, a decision will be made between the PAC and applicant whether or not the applicant will be preparing its own small Project Worksheets or if a Project Officer or Specialist will be required. On large projects, a Project Officer will need to work with the applicant in the preparation of the Project Worksheets.

The county emergency management director's role is to serve as a coordination point for the PAC and the applicants. The PACs are provided with the name and telephone number of the county director in which they will be working and are directed to contact the director to obtain the names of the applicants that are ready for the kick-off meeting.

Project Worksheets

A Project Worksheet (PW) is 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.

Each PW is entered into the National Emergency Management Information System (NEMIS) and reviewed by FEMA and State PAOs, and, as necessary, goes through environmental, insurance, and hazard mitigation review.

Types of Projects and Funding Options

Small Projects: Any PW prepared on a damaged site that is approved for less than \$54,100⁶ is funded as a small project.

Large Projects: Any PW prepared on a damage site that is approved for over \$54,100⁶ is funded as a large project.

Other Funding Options

1. **Alternate project.** In some cases, an applicant may determine that it is not in its best interest to restore a damaged public facility or the function of that facility. In such cases, the applicant may request approval for an alternate project. If the request is approved, the applicant will receive 75% of the federal and state share(s) of the approved estimate of eligible costs.
2. **Improved project.** In some cases, an applicant may desire to repair or rebuild a damaged facility beyond the scope of the PW but still restore the pre-disaster function of that facility. In such cases, the applicant may request approval for an improved project.

In both funding options, special considerations, such as environmental issues, historic sites, or insurance, have to be reviewed prior to approval.

⁶ This figure changes each October when the consumer index comes out.

Funding

1. For small projects, 100% of the FEMA share and 90% of the state share (if state dollars are available) is disbursed once the Sub-grant Agreement has been fully executed.
2. For large projects, reimbursement is based on the applicant's expenditures at the time of inspection. Additional reimbursements will be provided as the work is completed. Again, release of the federal and state dollars (if applicable) is based on the Sub-grant Agreement being fully executed.
3. Administrative allowance. Each applicant is given a percentage, based on a sliding scale, of its total PWs to use to cover administrative costs.
4. Final reimbursement. Once all the work is done, the Project Completion and Certification Form is completed and signed by the applicant's authorized representative (the individual identified in the Sub-grant Agreement). It is sent to the State Coordinating Officer (SCO) along with the documentation, not previously provided, in support of the expenditures (copies of invoices, labor, material, or equipment cost figures) along with proof of payment (warrant number). If an applicant experiences a large overrun against its small projects, it must request a small project offset in a letter addressed to the Region V Director, through the SCO, within 60 days of the completion of the last small project.

Sub-grant Agreement Between State and Sub-grantee

Once FEMA has obligated the federal dollars based on the PW, the applicant is provided with a Sub-grant Agreement, Project Summary Form, Project Completion and Certification Form, and a copy of each finalized PW. A letter accompanies these documents identifying each document and the necessary actions to be taken.

Any changes to the applicant's agreement will result in amending the Sub-grant Agreement.

Time Frame

Emergency work (Categories A and B) is to be completed within six months from the date of the declaration, and all permanent work (all other categories) is to be completed within 18 months.

Time Extensions -- If an applicant is unable to complete the work within the allowed time frame, it will be necessary to complete the Time Extension Request Form. The form identifies the PW number, category of damage, indicates the estimated new completion date, describes the present status of the work, and gives the reason for the delay.

For more details on the PA Program, please refer to the Sub-grantee's Guidebook on Major Disaster Assistance and Procedures for the Public Assistance (Infrastructure Support) Program. A copy is available upon request.

D. Hazard Mitigation Program

Hazard mitigation is defined as sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

The benefits of hazard mitigation include:

- reduction in the number of victims of natural disasters;
- reduction in economic losses that normally result from natural disasters (i.e., property damage, lost jobs, disabled businesses);
- Reduction in demand for financial and general hazard assistance following a natural disaster; and
- Implementation of preventive measures that will produce repeated benefits over a period of time.

A variety of hazard mitigation activities and requirements are triggered by a Presidential declaration of major disaster:

1. Designation of a State Hazard Mitigation Officer (SHMO). The SHMO is the state official who serves as the primary point of contact for other state agencies, FEMA, other federal agencies, and local government in the planning and implementation of mitigation activities. In Minnesota, the SHMO is a HSEM staff member.
2. Designation of a Federal Hazard Mitigation Officer (FHMO). The FHMO is the federal official who serves as FEMA's primary point of contact in the planning and implementation of mitigation activities. The FHMO is designated by the Federal Coordinating Officer (FCO).
3. Minnesota Recovers Task Force. The task force was formed in response to the Great Flood of 1993. In addition to the Department of Public Safety, state agencies represented on the Committee include: Department of Natural Resources, Department of Employment and Economic Development, Pollution Control Agency, Board of Water and Soil Resources, Department of Agriculture, Housing Finance Agency, Department of Health, and Department of Human Services. There are also five federal agencies represented on the committee: Economic Development Administration, Housing and Urban Development, Natural Resource Conservation Service, U.S. Army Corps of Engineers and FEMA. This task force, which was formalized by Governor's Executive Order 93-27, serves to combine resources toward long-term recovery efforts and hazard mitigation activities.
4. Overview of the Hazard Mitigation Grant Program (HMGP). The HMGP was created November, 1988, by Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The HMGP assists states and local communities in implementing long-term hazard mitigation measures following a Presidential disaster declaration. In December, 1993, the President signed the Hazard Mitigation and Relocation Assistance Act which amends Section 404 to increase federal funding of HMGP projects to 75% of the project's total eligible costs.

Applicant eligibility is the same for the HMGP as it is for the Public Assistance (Infrastructure Support) (PA) Program. Eligible applicants are state and local governments, certain private non-profit organizations, Indian tribes or authorized tribal organizations, and Alaska Native villages or organizations.

HMGP monies will be awarded by FEMA to HSEM, which will serve as the grantee. Eligible

applicants with approved projects are the sub-grantees. The sub-grantee's portion of project costs will be determined at the time of a Presidential disaster declaration.

Potentially eligible hazard mitigation projects include:

- Structural hazard control, such as debris basins or drainage improvements;
- Retrofitting, such as floodproofing to protect structures from future damage; and
- Acquisition and relocation of structures from hazard-prone areas.

In order for a project to be eligible for an HMGP grant, it must meet certain minimum criteria that have been established by FEMA. In addition, HSEM may consider other basic criteria when it evaluates proposed HMGP projects. Minimum project criteria and other necessary information regarding the HMGP will be provided to potential applicants at the time of a Presidential declaration of a major disaster.

5. Implementation of the HMGP. Potential projects will be identified through the preliminary damage assessment (PDA), review of existing hazard mitigation plans, and information provided by the mitigation strategy and the PA teams.

Information about the HMGP will be disseminated through applicants' briefings, press releases, correspondence to regional program coordinators, and emergency management directors of affected counties.

Proposed HMGP projects will be evaluated by HSEM or the Minnesota Recovers Task Force. Projects selected by the State will be forwarded to FEMA for review and approval. Upon FEMA approval, an HMGP Sub-grant Award Agreement will be executed and sent to the sub-grantee, accompanied by a handbook describing program requirements.

Terms and Acronyms

ARC – American Red Cross

ATF – Bureau of Alcohol, Tobacco, and Firearms

CAER – Community Awareness and Emergency Response

CAP – Civil Air Patrol

CAT – Chemical Assessment Team

CEB – County Emergency Board

CISM – Critical Incident Stress Management

CCP – Crisis Counseling Program

DRC – Disaster Recovery Center

DUA – Disaster Unemployment Assistance

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

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

ERT – Emergency Response Team

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.

FCO – Federal Coordinating Officer

FEMA – Federal Emergency Management Agency

FHMO – Federal Hazard Mitigation Officer

FHWA – Federal Highway Administration

FMA – Flood Mitigation Assistance Program

FSA – Farm Service Agency

GAR – Governor's Authorized Representative

Grant – An 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.

HAZMIT – Hazard Mitigation

HMGP – Hazard Mitigation Grant Program

HSEM – Division of Homeland Security and Emergency Management

IHP - Individuals 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.

JIC – Joint Information Center (also known as JPIC)

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

MDO – Minnesota Duty Officer

MERS – Mobile Emergency Response Support

MHFA – Minnesota Housing Finance Agency

MIDR – Minnesota Interfaith Disaster Response

MIFC – Minnesota Interagency Fire Center

MIMS – Minnesota Incident Management System

MNVOAD – Minnesota Voluntary Organizations Active in Disaster

Mn/DOT – Minnesota Department of Transportation

NAP – Noninsured Crop Disaster Assistance Program

NEMIS – National Emergency Management Information System

NEST – Nuclear Emergency Support Team

NTSB – National Transportation Safety Board

NVOAD – National Voluntary Organizations Active in Disaster

PAC – Public Assistance Coordinator

PAO – Public Affairs Officer or Public Assistance Officer

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.

PIO – Public 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.

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

PW – Project 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.

SBA – Small Business Administration

SCO – State Coordinating Officer

SHMO – State Hazard Mitigation 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.

USDA – United States Department of Agriculture

Supporting Documents

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

- Resolution Declaring a State of Emergency
- Resolution Requesting Damaged Homestead Property Be Reassessed
- Homestead Property Reassessment Damage Report
- Homestead Property Reassessment Damage Assessment Recap
- 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
- USDA Potential Natural Disaster Damage Assessment Report
- USDA Flash Situation Report
- Resolution Requesting a Small Business Administration Disaster Declaration
- Resolution Requesting a Presidential Declaration of a Major Disaster
- Damage & Impact Assessment Forms

Resolution Declaring a State of 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 _____ County in a STATE OF EMERGENCY for the _____ event of 20__;

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

Adopted by the _____ County Board of Commissioners this _____ day of _____, 20__.

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

Resolution Requesting Damaged Homestead Property Be Reassessed

WHEREAS, the city/county of _____ experienced a disaster on ____(*date*); and

WHEREAS, said disaster did cause extensive property damage to residential properties in the city/county of _____; and

WHEREAS, the city /county of _____ has been declared a disaster area by (*select appropriate wording*) 1) Presidential Declaration of a Major Disaster, 2) Secretary of Agriculture Designation, 3) Small Business Administration disaster declaration, 4) City or county declaration of a state of emergency; and

WHEREAS, Minnesota Statutes Chapter 273.123 provides for a reassessment of homestead properties damaged by a disaster upon application to the Governor of the State of Minnesota and the State Executive Council; and

WHEREAS, the minimum requirements of the aforementioned statute have been met as demonstrated in the attached damage assessment report;

NOW, THEREFORE, BE IT RESOLVED by the city/county of _____ that the city/county of _____ does hereby request that the homestead property damage from the disaster that occurred on _____ (*date*) be reassessed for the purpose of special tax credit for property damaged by a disaster under provisions of Minnesota Statutes Chapter 273.123.

Adopted this _____ day of _____, 20____.

Signed Mayor/County Board Chairperson

ATTEST:

City Clerk/County Auditor

**Homestead Property Reassessment
Damage Assessment Recap**

Total number of homes damaged, but not destroyed _____

Total number of homes destroyed _____

Total dollar value of damaged and destroyed homes \$ _____

Average dollar value of damage \$ _____

**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

Farm Service Agency Potential Natural Disaster

Damage Assessment Report (DAR)

State		County	
Date of Disaster		Description of Disaster	

Vote by committee members to concur with reported data	County Emergency Board Members				State Emergency Board Members			
	Yes		No		Yes		No	

Signature		Signature	
	<i>County Emergency Board, Chairperson</i>		<i>State Emergency Board, Chairperson</i>

<p><i>Note One (1) copy of the County Emergency Board minutes for the county named in this DAR must be attached.</i></p>	<p><i>Note One (1) copy of the State Emergency Board minutes must be included with the package that contains all counties in this disaster.</i></p>
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A. PRODUCTION LOSSES

Disaster Year				Normal Year		Calculations			
1. Major Crops planted/ growing in County in Disaster Year	2. No. acres planted / growing in county in disaster year	3. Acres not planted in county due to the disaster	4. Disaster Year yield for crops in Item #1	5. Normal Year yield for crops in Item #1	6. 3-year average price used for disaster & normal year	7. Disaster Year Dollar (\$) Amount	8. Normal Year Dollar (\$) Amount	9. Difference in Dollars (\$)	10. Percentage (%) Loss

11. No. of farmers with production losses: Los Range and Number

Less than 30%	30 to 39 %	40 to 49 %	50 to 59 %	60 to 69 %	70 to 79 %	80 to 89 %	90 to 99%	100%	TOTAL

B. PHYSICAL LOSSES: (if applicable)

1. No. of Farms with physical losses:			
2. Farm Facilities	No. Destroyed	No. Damaged	Loss (Dollars) \$:
Dwellings & Service Buildings Structures			
Machinery & Equipment			
3. Land Damages	Acres Destroyed	Acres Damaged	Loss (Dollars)\$:
4. Livestock, poultry, aquaculture:	KIND	No. Damaged/Destroyed	Loss (Dollars)\$:

Completion of the following section is required, if no single crop / enterprise, in Section A, indicates a qualifying 30% or greater loss.

C. SURVEY INFORMATION:

1. No. of farmers in county doing business as an owner-operator or tenant operator	
2. No. of farmers with qualifying production losses over 30% (from Section A, Item 11, above)	
3. No. of farms in Item #2, immediately above, who will be unable to obtain credit from other than FSA	
4. Will the losses cause undue hardship to a certain segment of farmers in the county (Yes/No) ?	
5. Has damage to particular crops resulted in undue hardship (Yes/No) ?	
6. Will other Federal / State benefits available for the same disaster lessen demand for FSA loans (Yes/No) ?	
7. Any other factors considered relevant.	

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

Section 1

(For Local Emergency Manager)



Purpose: To collect damage & impact information from affected jurisdictions.

Contents: Damage & Impact Assessment (Summary Form) and Instructions



Damage & Impact Assessment

Initial Report

Follow-Up _____

Date: _____

County:	Jurisdiction(s) Affected:
Type and Date of Incident:	
Report By:	
Title:	
Dept. or Agency:	

Contact Information		
Phone: ()	FAX: ()	24 Hour: ()

Description of Overall Situation and General Actions Taken:

IMPACTS ON PEOPLE

Number of Deaths:	Number Evacuated:	Number Missing:
Number of Injuries:	Number Sheltered:	
Special Populations/Special Facilities Affected:		

Fax Completed Assessments to MN HSEM At: (651) 296-2300

Received at HSEM By:

Date/Time Received:

Delivered to:

D&IA Form
MDPS-HSEM – 11-1-00

IMPACTS ON PEOPLE (Continued)

Individual Property Damage

Damage Level Home Type	Destroyed	Major Damage	Minor Damage	Affected	Percent Insured
Single Family Homes					
Multi-Family Homes					
Manufactured Housing					

Estimated Losses To Residences: \$ _____

IMPACTS ON BUSINESS & INDUSTRY

Business Property Damage

Destroyed	Major Damage	Minor Damage	Affected	Percent Insured

Est. Unemployed:
(Due to incident)

Est. Length of Disaster-Related Unemployment:

Business/Economic Impact Comments:

Estimated Losses to Businesses: \$ _____

IMPACTS ON AGRICULTURE

Agricultural Impacts:

TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE

Using the figures provided by the county, cities, townships, and watershed districts, estimate the amount of loss/damage to the entire county's infrastructure in the following categories:

Category A - Debris Clearance \$ _____

- Debris on Public/Private Property
- Building Demolition

Category B - Protective Measures \$ _____

- Search and Rescue
- Security/Traffic Control
- Emergency Pumping

Category C - Roads and Bridges \$ _____

- Roads/Streets/Guardrails
- Sidewalks/Curb/Gutters
- Culverts
- Bridges

Category D - Water Control Facilities \$ _____

- Dams
- Levees

Category E - Buildings and Equipment \$ _____

- Buildings
- Furnishings and Equipment
- Consumable supplies

Category F - Utilities \$ _____

- Storm/Sanitary Sewers
- Lift/Pump Stations
- Power Generation, Transmission and Distribution system
- Solid Waste Disposal

Category G - Recreation and Other \$ _____

- Parks
- Boat Docks and Piers
- Grass and Landscape

INFRASTRUCTURE TOTAL DAMAGES RECAP:

Emergency Work (Categories A-B) \$ _____

Permanent Work (Categories C-G) \$ _____

Total Damages \$ _____

(minus Insurance Coverage) - \$ _____

*Immediate Needs Being Requested Yes [] No []

*Are you aware of any environmental issues? Yes [] No []

On the following pages please indicate the impact of the disaster as it relates to emergency work and permanent work. For your assistance we have listed below some examples of information you may want to include in your impact statements.

WHAT TO CONSIDER WHEN PREPARING YOUR IMPACT STATEMENT

Category	Impact
A	What effect does the debris have on local activities? What type of health threats or safety considerations exist if the areas remain impassable for any length of time. If debris causes the road to be impassable, the presence of alternative routes and their length are important considerations to be identified.
B	What effect do the protective measures have on local activities? Does the dispersal of local government resources affect its financial capability?
C	What effect does the damage have on local activities? If the road or bridge is not passable, what alternative routes need to be used or what temporary structures will need to be built? Which building code regulations should be taken into consideration when estimating cost of repairs? Are there environmental issues?
D	What impact is made to the local area residents as a result of the lack of this dam, levee, water supply, etc.? Important considerations such as: does it isolate the community or a vital service, such as a hospital? Describe the threat that exists due to the damage to the facility. Are there environmental issues?
E	If damage to major building results in the building being declared no longer usable, you will want to report on the availability of alternate facilities to use until such time as the damaged building can be restored/rebuilt. Describe the threat that exists due to the damage to the building. Note: <u>Any insurance carried on the building must be identified.</u> If the structure must be restored/rebuilt to code, include the additional costs.
F	Describe any health and safety problems caused by the damage to the utility. Specify the need for an alternate or emergency system. Note: If this is a non-profit facility, such as an electric cooperative, proof of its non-profit status (tax exemption letter from the IRS) must be provided to the inspector.
G	State the effect upon the community or county created by a delay due to rebuilding or reconstruction. Indicate any potential health or safety problems and environmental considerations.

COUNTYWIDE EMERGENCY WORK IMPACT STATEMENT:

(Use the impact statements provided by the cities, townships, and watershed districts to compile this information.)

Impact: Identify and describe damages which constitute a health and/or safety hazard to the general public (add additional sheets if necessary):

COUNTYWIDE PERMANENT WORK IMPACT STATEMENT:

(Use the impact statements provided by the cities, townships, and watershed districts to compile this information.)

Impact: Describe how the damages will affect the general public services if a delay in doing repairs is due to the inability to finance the repairs (add additional sheets if necessary):

Instructions for D&IA Form, MDPS-HSEM-11-1-00

Initial/Follow-up Report Check the “Initial Report” block if this is your first report. Check “Follow-up” if your report is an update. **NOTE:** The initial report of a disaster should be submitted within 48 hours of the event. Complete as much of the form as you can prior to the deadline. Additional information can be included in follow-up reports as it becomes known.

Jurisdictions(s) Affected List the cities/townships affected. If there are a lot, a descriptive phrase like “the entire county,” “the southwest quarter of the county,” “all of the townships along the Bear River,” etc. will do.

Contact Information Make sure to include the area code with all numbers provided.

Phone Number where you can be reached during the business day.

FAX If available

24 Hr A way to contact you after normal business hours or on weekends.

Description of Overall Situation and General Actions Taken

Summarize in a few sentences what has happened to your community. Briefly describe what actions your emergency responders have taken to protect lives and property, and to stabilize the emergency situation.

IMPACTS ON PEOPLE

Affected Individuals

Number of Deaths Confirmed fatalities caused by the disaster.

Number of Injuries Confirm the numbers of those who suffered injuries caused by the disaster only.

Number Evacuated Indicate how many individuals have been forced from their homes because of the disaster.

Number Sheltered Obtain figures from Red Cross, other voluntary agencies, and churches providing shelter to disaster victims. Add these to figures from any government-run shelter(s). Voluntary agencies may also be housing disaster victims in local hotels/motels. Include these clients in the “sheltered” count.

Number Missing A best estimate of number of residents who cannot be accounted for, probably from fire and/or law enforcement sources and possibly from the Red Cross Disaster Welfare Inquiry (DWI).

Special Populations/Special Facilities Affected List groups/facilities and how they were affected. Some examples are: hospitals and clinics, schools, nursing homes, homeless shelters, correctional facilities, camps, day care centers, senior residences, deaf and hard of hearing individuals, non-English speaking groups, migrant workers, etc.

Individual Property Damage

Home Type

Single Family Home – An individual home, generally occupied by one family.

Multi-Family Home – Single structures that house more than one “family unit.” Often referred to as “apartments,” “townhomes,” “duplexes,” or “condominiums.” Each individual unit should be listed individually, so one apartment building with damage to 15 apartments would be counted as 15 units damaged, not as a single building.

Manufactured Housing – Movable housing unit, generally occupied by one family, used as a permanent residence. Often referred to as “mobile homes.”

Percent Insured

An estimate (may be obtained from local insurance agents) of how many disaster victims have the right types and amounts of insurance coverage necessary to repair damaged properties. Typically, you will find a higher percentage of insurance in disasters involving tornadoes and/or straight-line winds and a much lower percentage of insurance coverage in areas that have been flooded.

Estimated Dollar Losses to Residences:

1. Find out the average value of homes in the affected area from city or county assessors. If the areas affected are very different in composition (ex. manufactured housing in one area and mansions in the other, it may be wise to find averages for homes in each area).
2. For each home destroyed, use 100% of the average value.
3. For each home with major damage, use 50% of the average value.
4. For each home listed with minor damage, use 25% of the average value.

Damage Levels

ARC/FEMA Levels of Disaster Damage (10/24/2000)		
DAMAGE LEVEL	FEMA DEFINITION (Use this criteria when making reports)	RED CROSS DEFINITION (For comparison purposes only)
Affected	This structure is habitable . A structure which received damage but is useable for its intended purpose. Water Damage: (Single/Multi) Less than 1 foot in basement, minor access problem. (Mobile) Water causes access problems underneath. No water touched unit.	No Red Cross Counterpart
Minor Damage	This structure is currently uninhabitable . A structure, which has received such damage that it is no longer useable for its basic purpose but can be easily repaired and made useable in a short time. Water Damage: (Single/Multi) Less than 2 feet on first floor. No basement or 1 to 8 feet in basement. (Mobile) Utilities flooded, piers shifted/washed out.	Structure is currently habitable or requires minor repairs or cleaning to be habitable. Water Damage: Less than 6 inches of water in structure (a flooded basement, for example).
Major Damage	Structure currently uninhabitable , which has received substantial damage and will require considerable time to repair but is economically feasible to repair. Water Damage: (Single/Multi) 2 feet or more on first floor. Structural damage; collapsed basement walls. (Mobile) Water-soaked bottom board, shifted on piers.	Structure currently uninhabitable and will require extensive repairs to be made habitable. Water Damage: 24 inches to 8 feet of water in the structure (main floor) (single family homes and apartments)/24 inches to 3 feet of water in the structure (mobile homes).
Destroyed	Structure is permanently uninhabitable , has received severe damage and repair is not economically or technically feasible. Water Damage: (Single/Multi) Not economical to repair, home pushed off of foundation. (Mobile) Water above floor level, or unit swept off of foundation.	Structure is permanently uninhabitable and cannot be economically repaired. Water damage: More than 8 feet of water in structure(single/multi family), 3 feet of water in mobile home. Special Note: Any structure that has been shifted off of its foundation is considered destroyed by the Red Cross.

General Notes:

Try to find and record the locations of homes and businesses that have enough damage to be classified in the **Minor, Major** and **Destroyed** categories. FEMA/HSEM inspectors will want to see structures that have been damaged this severely, if a request for a State or Presidential Disaster Declaration is made. Record as “Affected,” but do not concentrate on gathering reports of lesser damage (a few inches of water in basement, wet carpets, a few broken windows, etc.) **NOTES:** The American Red Cross will do an assessment of damage to residences in the disaster area as a part of their disaster relief operations. You can make arrangements to obtain copies of their damage assessment reports by contacting their “Job Director.” Their procedures closely mirror those of FEMA inspectors, but FEMA and Red Cross damage assessment categories differ slightly. Both criteria are provided for comparison purposes. If you are conducting your own damage assessment, use the FEMA criteria to make your report.

IMPACTS ON BUSINESS & INDUSTRY

Business Property Damage*Estimate of Number of Unemployed:*

Indicate the estimated number of individuals who have lost their jobs *because of the disaster*.

Estimated Length of Unemployment:

How long will the people unemployed by the disaster be out of work?

Business/Economic Impact Comments:

Are there businesses that may likely fail or be more severely affected by the disaster than the general community? Did the disaster greatly affect the workforce of one or more businesses? Are any businesses currently “shut down” by the disaster? If so, how long will it be until they can resume operations? Are any businesses indicating that they will permanently close or relocate?

Estimated Dollar Losses to Businesses:

Estimate dollar losses including physical loss (buildings and inventory) and revenue losses due to the disaster. Your local Chamber of Commerce or business associations may be able to help you come up with this figure.

IMPACTS ON AGRICULTURE

Briefly report on conditions affecting the agricultural community (for example, water standing in fields, a number of barns, out buildings and other farm properties destroyed, livestock stranded in high water, significant amounts of debris in fields, etc.). Indicate if a “Flash Report” has been filed with the state office of the Farm Service agency. This report is usually compiled by the local (county) Farm Service agent.

INFRASTRUCTURE

The portion of the Damage and Impact Assessment form that covers the jurisdictions' infrastructure is divided into two separate sections.

The first section, "**IMPACT TO THE JURISDICTION'S INFRASTRUCTURE**" is to be used by each jurisdiction (county, city, township, school district, watershed district) to provide the estimated damages it sustained, by category, as a result of the event. In addition, to the financial loss to the jurisdiction, what is the overall impact to the jurisdiction and its citizens. It is important to include a map identifying the damage sites.

The second section, "**TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE**" is to be used by the County Emergency Management Director to summarize the total estimated damages, by category, provided by the jurisdictions and the overall impact to the county as a result of the event. A copy of the maps provided by each jurisdiction should be included in this package.

The County Emergency Management Director is to provide a copy of the **IMPACT TO JURISDICTION'S INFRASTRUCTURE** portion of this form to each of its jurisdictions to complete and return within 48 hours of the event. This should include county departments, cities, townships, school districts, watershed districts, and any non-profit organizations (other than electric cooperatives). The Division of Homeland Security and Emergency Management will coordinate with the state agencies to obtain its damages as well as that of the non-profit electrical cooperatives.

Once the County Emergency Management Director has obtained the jurisdiction's portion of the form, the "**TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE**" portion of the form is completed. The "**TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE**" portion of the form, along with the maps of the damaged sites provided by the jurisdictions, is to be provided to the HSEM Regional Program Coordinator unless otherwise instructed.

The County Emergency Management Director should have available to the PDA team a copy of the **IMPACT TO THE JURISDICTION'S INFRASTRUCTURE** portion of form provided by each jurisdiction.

TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE

This portion of the form should be used by the County Emergency Management Director to provide the total costs to all jurisdictions within the county broken out by Category of Damage.

Total figures for the Emergency Work and Permanent Work are to be placed under the **INFRASTRUCTURE TOTAL DAMAGES RECAP** area.

Indicate if Immediate Needs Funding is being requested by any jurisdiction and be prepared to identify those jurisdictions to the PDA team.

Indicate if there are any environmental issues and be prepared to identify these issues to the PDA team.

It is important to describe the overall impact on the county as a whole as a result of the event. This page gives examples, by Category of damage, of the types of impacts that could affect the county and its jurisdictions.

COUNTYWIDE EMERGENCY WORK IMPACT STATEMENT

This portion of the form should be used to summarize the impact statements provided by each jurisdiction adding any additional information that may have been missed.

NOTE: It is important to attach the map provided by each jurisdiction to the **TOTAL IMPACT TO _____ COUNTY'S INFRASTRUCTURE** portion of this form.

Section 2

(Used By Teams Collecting Information For
Local Emergency Manager)



Purpose: To be used to gather information required to complete
Damage & Impact Assessment Forms.

Contents: Individual/Business/Infrastructure Damage
Assessment Forms and instructions

INDIVIDUAL/BUSINESS DAMAGE ASSESSMENT COLLECTION FORM

COUNTY	JURISDICTION	DATE	DAMAGE ASSESSOR	CONTACT TELEPHONE
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General Description of Area/Comments

Property Address	Property Type				Status	Damage Level				App Ins	Water Depth	COMMENTS
	Single Family	Multi Family	MH	Business	Own/Rent	Dest	Maj	Min	Aff	Y/N	No. Ft./Floor	

	Destroyed	Major	Minor	Affected	Totals
Single Family					
Multi-Family					
Mfg. Homes					
Business					
Totals:					

INDIVIDUAL/BUSINESS DAMAGE ASSESSMENT COLLECTION FORM INSTRUCTIONS

General Comments

The purpose of this assessment is to get a quick overview of damage to the community that may form the basis for requesting assistance from state and federal authorities and for local disaster recovery efforts. This assessment should be completed within 48 hours after the disaster occurs. Do not conduct damage assessments at night or unnecessarily expose assessors to dangerous situations. **Respect private property by conducting the assessment from the outside of homes and businesses.** Refer any questions from the public regarding the situation to the appropriate authorities. Report the information collected to your County Emergency Manager so it can be included in the County's report and keep copies of the survey itself for possible later use by State/FEMA PDA Teams, should a disaster declaration be sought.

<u>FIELD</u>	<u>EXPLANATION</u>
COUNTY	Name of the county where the damage assessment is being done. Use separate forms for each county surveyed.
JURISDICTION	City/Area being surveyed. Try to keep all damage assessment information for a city/area together.
DATE	Day, month and year that the survey is completed. Use the format mm/dd/yy for dates.
DAMAGE ASSESSOR	Name(s) of those completing the survey.
CONTACT TELEPHONE	Area Code and 10-digit phone number where the assessor(s), or someone who can interpret assessment results can be reached.
GENERAL DESCRIPTION OF AREA/ COMMENTS	Describe, in general terms, the effects of the disaster on homes and businesses in the community surveyed. Highlight problems caused by flooding, lack of access, utility outages. Describe the boundaries of the area that was affected, as well as any unique characteristics of the area that may impact or complicate the recovery effort.
PROPERTY ADDRESS	Enter the street address of the property being surveyed. If no street number is available, list the "fire number" or other identification number the property has been assigned. In the event that none of these methods of ID are available, describe in the address and notes blocks using any information about the house that would set it apart from others. An example would be "White house on south side of the road, 5 houses from the intersection of Flower and Cactus Streets.

PROPERTY TYPE	Check the “ Single Family ” block if the property is a one family home. Check “ Multi Family ” if a duplex, triplex, four-plex, or an apartment, condominium or townhome. Count each unit as a separate dwelling (i.e., an apartment building with 20 apartments is considered 20 dwellings). If the dwelling is a “mobile” or “manufactured” home, check the “ MH ” dwelling type. If the property is a Business , check that block on the form. Don’t forget that the damaged apartment complex or mobile home park itself is also considered a business for survey purposes.
STATUS	An exact count is not necessary, a rough percentage will do. Indicate whether the dwelling is owned or rented by the resident, to the extent you are able. In general terms (for estimating when necessary), facilities listed as apartments are rented. Most condominiums are owner-occupied. Manufactured housing (mobile homes) are usually a “mix” of rented and owner-occupied units. In many cases, mobile home park managers and townhome and condominium associations can provide more accurate information on the number of owner-occupied dwellings.
DAMAGE LEVEL	Use the FEMA criteria for estimating damage contained on the chart at the end of these instructions. NOTE: American Red Cross definitions are also provided for purposes of comparison.
APP INS (Y/N)	Does the resident/business owner have the appropriate kind of insurance to cover their disaster loss? General information about insurance coverage can be obtained from local agents.
WATER DEPTH	If the disaster includes flooding, indicate how deep floodwaters got into the residence or business. Report in feet/inches for each floor involved (ex. 8 feet of water in basement/3 feet of water in main floor).
COMMENTS	Note any observations you have made at this address which aided you in making your damage rating decision. Also note any special situations (i.e. Low-income housing, elderly population, etc.)
TOTALS	Record the numbers of single family homes destroyed, with major damage, minor damage and those affected from the information collected above. Total all single-family homes damaged in the far-right column of the table. Repeat the process for multi-family, manufactured homes and businesses damaged. Finally, please total each of the columns (Destroyed, Major, Minor, Affected and Total).

**Levels of Disaster Damage
(10/24/2000)**

DAMAGE LEVEL	FEMA DEFINITION (Use this criteria when making reports)	RED CROSS DEFINITION (For comparison purposes only)
Affected	This structure is habitable . A structure which received damage but is useable for its intended purpose. Water Damage: (Single/Multi) Less than 1 foot in basement, minor access problem. (Mobile) Water causes access problems underneath. No water touched unit.	No Red Cross Counterpart
Minor Damage	This structure is currently uninhabitable . A structure, which has received such damage that it is no longer useable for its basic purpose but can be easily repaired and made useable in a short time. Water Damage: (Single/Multi) Less than 2 feet on first floor. No basement or 1 to 8 feet in basement. (Mobile) Utilities flooded, piers shifted/washed out.	Structure is currently habitable or requires minor repairs or cleaning to be habitable. Water Damage: Less than 6 inches of water in structure (a flooded basement, for example).
Major Damage	Structure currently uninhabitable , which has received substantial damage and will require considerable time to repair, but is economically feasible to repair. Water Damage: (Single/Multi) 2 feet or more on first floor. Structural damage; collapsed basement walls. (Mobile) Water-soaked bottom board, shifted on piers.	Structure currently uninhabitable and will require extensive repairs to be made habitable. Water Damage: 24 inches to 8 feet of water in the structure (main floor) (single family homes and apartments)/24 inches to 3 feet of water in the structure (mobile homes).
Destroyed	Structure is permanently uninhabitable , has received severe damage and repair is not economically or technically feasible. Water Damage: (Single/Multi) Not economical to repair, home pushed off of foundation. (Mobile) Water above floor level, or unit swept off of foundation.	Structure is permanently uninhabitable and cannot be economically repaired. Water damage: More than 8 feet of water in structure (single/multi family), 3 feet of water in mobile home. Special Note: Any structure that has been shifted off of its foundation is considered destroyed by the Red Cross.

Category F – Utilities	- Storm/Sanitary Sewers - Lift/Pump Stations - Power generation, Transmission, and Distribution System	\$ _____
Category G – Other	- Park Facilities - Recreational Facilities	\$ _____
	Sub-total Permanent Work	\$ _____
	Minus Insurance Coverage	\$ _____
	Total Permanent Work	\$ _____

Important Information regarding Permanent Work

- ♣ For Category E Insurance must be deducted from the repair/replacement costs
- ♣ All environmental requirements must be adhered to
- ♣ **A map of the jurisdiction identifying the damage sites MUST be available to the PDA Team when they arrive.**

INFRASTRUCTURE TOTAL DAMAGES RECAP:

Emergency Work	\$ _____
Permanent Work	\$ _____
Total Damages	\$ _____

*Immediate Needs Being Requested Yes [] No []
(Emergency Work Only)

*This will expedite the jurisdiction's reimbursement of the federal dollars for costs already expended for Emergency Work.

On the following page please indicate the impact of the disaster as it relates to emergency work and permanent work. For your assistance we have listed below some examples of information you may want to include in your impact statements.

WHAT TO CONSIDER WHEN PREPARING YOUR IMPACT STATEMENT

Category	Impact
A	What effect does the debris have on local activities? The type of health threats or safety considerations if the areas remain impassable for any length of time. If debris causes the road to be impassable, the presence of alternative routes and their length are important considerations to be identified.
B	What effect do the protective measures have on local activities? Does the dispersal of local government resources affect its financial capability?
C	What effect does the damage have on local activities? If the road or bridge is not passable, what alternative routes need to be used or what temporary structures will need to be built? Which building code regulations should be taken into consideration when estimating cost of repairs? Are there environmental issues?
D	What impact is made to the local area residents as a result of the lack of this dam, levee, water supply, etc.? Important considerations such as; does it isolate the community or a vital service, such as a hospital? Describe the threat that exists due to the damage to the facility. Are there environmental issues?
E	If damage to major building results in the building being declared no longer usable, you will want to report on the availability of alternate facilities to use until such time as the damaged building can be restored/rebuilt. Describe the threat that exists due to the damage to the building. Note: <u>Any insurance carried on the building must be identified.</u> If the structure must be restored/rebuilt to code, include the additional costs.
F	Describe any health and safety problems caused by the damage to the utility. Specify the need for an alternate or emergency system. Note: If this is a non-profit facility, such as an electric cooperative, proof of its non-profit status (tax exemption letter from the IRS) must be provided to the inspector.
G	State the effect upon the community or county created by a delay due to rebuilding or reconstruction. Indicate any potential health or safety problems and environmental considerations.

EMERGENCY WORK IMPACT STATEMENT:

Impact: Identify and describe damages which constitute a health and/or safety hazard to the general public (add additional sheets if necessary):

PERMANENT WORK IMPACT STATEMENT:

Impact: Describe how the damages will affect the general public services if a delay in doing repairs is due to the inability to finance the repairs (add additional sheets if necessary):

Instructions to be used by jurisdiction to provide the impact to its infrastructure as a result of the event.

The “**IMPACT TO THE JURISDICTION’S INFRASTRUCTURE**” is to be used by each jurisdiction (county, city, township, school district, watershed district) to provide the estimated damages it sustained, by category, as a result of the event. In addition to the financial loss to the jurisdiction, what is the overall impact to the jurisdiction and its citizens. It is important to include a map identifying the damage sites.

IMPACT TO THE JURISDICTION’S INFRASTRUCTURE

County: Name of the county in which the jurisdiction is located
Jurisdiction: Name of the affected jurisdiction
Contact person: Name of the individual that can identify the damages
Telephone number: Telephone number of the contact person

Page 1

This form is to be completed by **each** jurisdiction that sustained damage as a result of the event. The damages are divided into two types, Emergency Work and Permanent Work. It is important to read the information in the boxed areas following each type of work.

Page 2

Total figures for Emergency Work and Permanent Work are to be placed under the **INFRASTRUCTURE TOTAL DAMAGES RECAP** area.

If the jurisdiction incurred substantial out of pocket costs in Emergency Work, it may request Immediate Needs Funding. Place a check mark in either the “yes” or “no” box to indicate the jurisdiction’s determination as to Immediate Needs Funding.

Page 3

It is important to describe the overall impact on the jurisdiction as a result of the event. This page gives examples, by category of damage, of the types of impacts that could affect the jurisdiction.

Page 4

Use this page to describe the impact, by category, to the jurisdiction as a result of the event.

A map that identifies each damage site is to be attached to this form when returning it to the County Emergency Management Director. This map will assist the PDA team in assessing the damage to the jurisdiction as time will preclude their visiting each damaged site.