

# Keeping Minnesota **READY**



**Homeland Security and  
Emergency Management**



**FY2011 ANNUAL REPORT**



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## From the Director

Minnesota is safer now than it was before the September 11 attacks, in terms of both human-caused disasters and natural disasters, thanks to the efficient and effective use of federal and state dollars. A wise investment reaps countless dividends.

But wise investment doesn't stop the rain from falling or the wind from blowing. In fiscal year 2011, Minnesota experienced so much damaging weather that chances are good you either live in a federally declared disaster area or know someone who does. The Minnesota Department of Public Safety Division of Homeland Security and Emergency Management (HSEM) is helping nearly two-thirds of Minnesota counties recover by distributing the approximately \$55 million in federal and state funds for which they are eligible.



At the same time, HSEM is coordinating the allocation of federal and state dollars to help communities learn from the past so they can improve for the future. Investing in projects that will reduce or lessen future damage saves a lot of money down the road. A study released in FY2011 shows, for example, acquiring properties in the flood-prone Montevideo area will have a 747 percent return on investment. That's a wise use of taxpayer dollars.

HSEM is a leader in the state when it comes to using social media to help citizens through a disaster. During the spring flooding our State Emergency Operations Center was fully activated for 28 days. Our public information officer specializing in social media used Facebook and Twitter to send up-to-the-second lifesaving information on washed-out roads and damaged bridges. She also used these resources to send the latest on major power outages and locations where volunteers were assembling to provide much needed assistance.

During FY2011, HSEM played a major role in promoting a nationwide campaign called *See Something Say Something*, an effort to encourage citizens to call 911 if they see something suspicious in their hometowns. Our Homeland Security staff also coordinated hundreds of calls to the emergency response teams, including the bomb squad and chemical assessment teams. Our regionalized approach to Homeland Security is an effective way to maximize the use of federal funding.

Emergency response starts at the local level and at HSEM we know how important it is to have highly trained responders at all levels of government. During FY2011, construction of the Emergency Management Training Center at Camp Ripley began. The facility will provide classroom and vehicle operations training, helping more than 40 thousand police, EMTs, paramedics, firefighters, elected officials and state agency personnel improve their skills. It is truly a multidiscipline, multiagency project. A ribbon cutting ceremony is expected in January 2012.

In the pages that follow, you will find more detail on the efforts of HSEM to prevent, mitigate, respond to and recover from disasters. In these tough economic times we are keenly focused on smart practices: how to Keep Minnesota Ready in the most cost-efficient manner.

Sincerely,

Kris A. Eide, Director  
Minnesota Department of Public Safety  
Homeland Security and Emergency Management



# Division Overview



When Minnesotans are watching their rivers rise

Their roads ruined

Their roofs ripped off

The Department of Public Safety Division of Homeland Security and Emergency Management is at work, responding to disasters, helping with recovery, and preventing and lessening the impacts of future incidents, both natural and human-caused.

## Our Vision

Keeping Minnesota Ready

## Our Mission

The mission of HSEM is to help Minnesota prevent (mitigate), prepare for, respond to, and recover from natural and human-caused disasters. The division develops and maintains partnerships, collects and shares information, plans, trains and educates, coordinates response and resources, and provides technical and financial assistance.

## Our Core Values

- Professionalism
- Respect
- Integrity
- Dedication
- Effective Communication





## Staff and Funding

### Staff

	FY2007	FY2008	FY2009	FY2010	FY2011
Full-time Equivalent	64.9	59.3	64.5	64.3	70.6

### Operating Expenses Funding

Dollars in thousands	FY2007	FY2008	FY2009	FY2010	FY2011
General Fund	\$1,915	\$1,127	\$1,424	\$516	\$874
Special Revenue	\$382	\$449	\$419	\$1,228	\$2,115
Federal	\$2,004	\$2,561	\$2,778	\$3,340	\$2,713
<b>Total</b>	<b>\$4,301</b>	<b>\$4,137</b>	<b>\$4,621</b>	<b>\$5,084</b>	<b>\$5,702</b>

## Grants

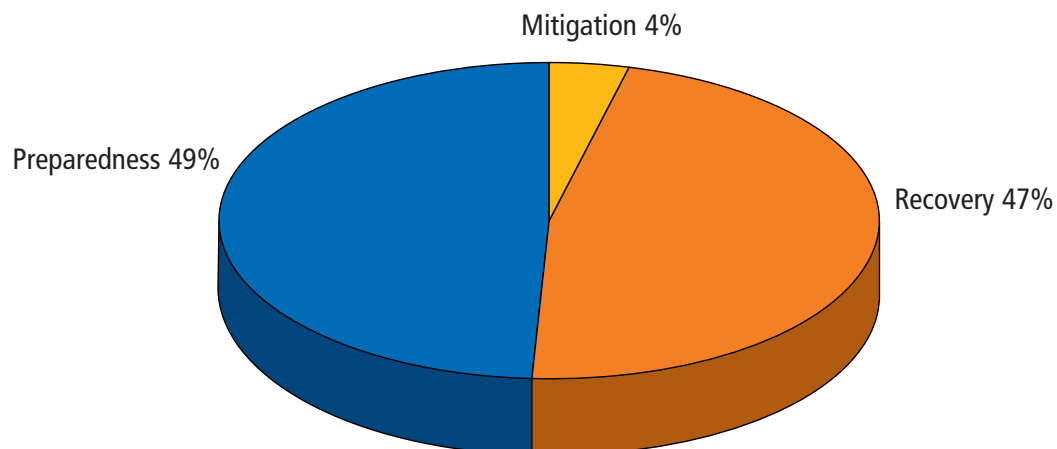
HSEM assists Minnesota hometowns carry out the four phases of emergency management by administering more than 15 state and federal grant programs. In FY2011, HSEM awarded 943 grants totaling approximately \$162 million to 300 local governments and other entities.

Source of federal grant money:

- Department of Homeland Security (DHS)
- Federal Emergency Management Agency (FEMA)
- Department of Commerce
- Department of Transportation

In FY2011 the money passed on to local governments was divided among the emergency management phases:

### HSEM Grant Allocation by Emergency Management Phase\*



\*A small portion of preparedness and recovery grant expenditures include response activities

# Homeland Security



## Grants Administered by HSEM

	FY2007	FY2008	FY2009	FY2010	FY2011
Executed Grant Agreements	733	565	467	1,093	943

Local governments across Minnesota benefit from the grant monies. More than 80 percent of the grant monies received by HSEM are passed through to local governments.

## Grant Funds Allocation by Funding Source

Dollars in thousands	FY2007	FY2008	FY2009	FY2010	FY2011
General Fund	\$2,825	\$6,382	\$3,337	\$8,445	\$14,541
Special Revenue	\$1,238	\$1,245	\$1,525	\$1,582	\$2,037
Federal	\$47,270	\$39,850	\$76,617	\$62,214	\$145,754
<b>Total</b>	<b>\$51,333</b>	<b>\$47,477</b>	<b>\$81,479</b>	<b>\$72,241</b>	<b>\$162,332</b>

## Homeland Security

HSEM oversees distribution of federal grants supporting homeland security through:

- Port Security programs
  - St. Paul and Minneapolis on the Mississippi River
  - Duluth and Superior, Wisc., on Lake Superior
- Cross-Border Health and Safety Working Group, which brings together emergency management, public safety and health officials from the United States and Canada to promote effective cross-border communications and resource sharing
- DHS Regional Resiliency Assessment Program (RRAP), which is an all-hazards approach to reducing state vulnerabilities through assessments
- Operation Stonegarden for northern border protection
- Buffer Zone Protection programs
- Tribal government security programs
- National Incident Management System NIMSCAST data collection
- Homeland Security Grant Programs, which provide the funding to prevent, respond to and recover from potential terrorist attacks and other hazards.

They include:

- CBRNE (chemical, biological, radiological, nuclear and high yield explosives)
- Interoperable Communications
- EMS Strike Teams
- Metropolitan Medical Response System (MMRS)
- Agriculture protection with food security programs
- Citizen Corp (volunteer) Programs
- Urban Area Security Initiatives (UASI) in the ten county metro area
- Automated Critical Asset Management System (ACAMS), a secure web-based tool used to collect and use critical infrastructure information to develop all-hazards response and recovery
- Task Forces
  - Arrowhead Counter Terrorism Task Force (ACTTF)
  - East Metro WMD Community Task Force
  - Hennepin County Terrorism Early Warning (TEW) Group
  - FBI Joint Terrorism Task Force (JTTF)
  - Superior Integrated Border Enforcement Team





Homeland security begins with *hometown* security. During FY2011, Director Kris Eide continued the effort to maximize homeland security funding by encouraging communities to share expensive resources like mobile command posts. In addition, HSEM worked to strengthen response assets to protect critical infrastructure across Minnesota.

HSEM oversees:

- 11 Chemical Assessment Teams (CAT)
- 1 Emergency Response Team (hazardous materials)
- 5 Structural Collapse Teams (technical rescue) making up MN Task Force 1
- 4 Bomb Squads
- Statewide Decontamination Program

In FY2011 the bomb squads responded to 337 calls including:

- Homemade explosive devices located in an apartment
- Improvised explosive device (IED) in a parking lot
- Unknown packages taped to railroad tracks

- Suspicious packages at a city hall and a federal building

- Hand grenade at a city hall

The CATs responded to 29 calls including:

- A chemical leak at the Minnesota State Academy for the Blind
- A chlorine leak at a water treatment facility
- Unknown chemical release sickening people at an apartment complex
- Chlorine leak at a high school pool
- A 275 gallon spill of sulfuric acid causing injuries in southern Minnesota
- Chemical spill on I-94 with potential for leaking into a storm drain leading to the Mississippi River
- A fire at a chemical warehouse
- A release of anhydrous ammonia







## Preparedness

Being prepared is critical to protecting the people of Minnesota. For that reason, HSEM invests significant

resources in planning, training and practicing response to both predictable and unpredictable events.

## Training and Exercise Program

Construction of a new Emergency Management Training Center at Camp Ripley is expected to be completed by January 2012. The facility will provide a centralized, multi-discipline training site for city, county and state public safety professionals. The facility, which will include classroom space and an emergency vehicle operator's course, will allow emergency personnel from many disciplines to train the way they respond — together.

In FY2011, 73 individuals became state-certified emergency managers through HSEM, having completed the required 256-hour curriculum. HSEM also tracks state agency compliance with Minnesota Statutes, section 12.09, which requires state agencies included in the Minnesota Emergency Operations Plan (MEOP) to have at least one certified emergency manager.

### Performance Measure

Training Program: All 22 MEOP signatory agencies will have at least one certified emergency manager. HSEM anticipates that all agencies will be in full compliance by 2013.

	2007	2008	2009	2010	2011 (Projected)
Agencies in full compliance	NA	11	11	15	16







## Radiological Emergency Preparedness (REP) Program

HSEM is responsible for protecting the health and safety of the public in the unlikely event of a radiological emergency at the Monticello or Prairie Island Nuclear Generating Plant. In FY2011, HSEM conducted its annual exercise at the Prairie Island plant. Federal evaluators issued no deficiencies and no areas requiring corrective action (ARCA's).

Part of the exercise requires activation of the State Emergency Operations Center (SEOC), where various state agencies work as a team to coordinate response to the simulated incident.

The REP program offered 44 annual training classes to a total of 834 students, representing more than 2,700 contact hours. The training was provided to:

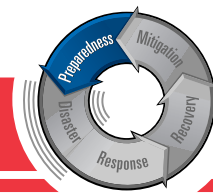
- State agencies
- Emergency managers
- Emergency response workers
- Hospital and ambulance personnel



### Performance Measure

REP Program: No areas requiring corrective action (ARCA's) or deficiencies will be identified by federal evaluators during the annual full-scale nuclear power plant exercise.

	FY2007	FY2008	FY2009	FY2010	FY2011
Areas requiring corrective action (ARCA's)	3	1	2	4	0
Deficiencies	0	0	0	0	0



## Minnesota School Safety

Although funding for the Minnesota School Safety Center (MnSSC) — a cooperative venture of the Minnesota departments of Education and Public Safety — ended September 30, 2011, the baseline school planning information developed under this program will continue to be available on the HSEM Website.

During FY2011, HSEM staff:

- Offered 24 sessions of its Bullying and Cyber bullying presentation for schools
- Participated in the planning and evaluation of three full-scale exercises at Hopkins Schools, Minneapolis Schools and Intermediate District 287
- Updated the Comprehensive School Safety Guide to include sections on emergency planning for special needs, safe school self-assessments, emergency go-kits and recovery planning.

HSEM staff also provided more than 4,200 contact hours to 565 professionals, conducting classes in:

- Active Shooter for Non-Law Enforcement
- Crisis Communications
- Drills and Exercises
- Multi-hazard Emergency Planning
- National Incident Management System for Schools
- School Emergency Planning (with the State Fire Marshal's Office)
- School Resource Officer Training
- Threat Assessment
- Tools for Schools

## Emergency Planning and Community Right-to-Know Act (EPCRA) program

The EPCRA program provides citizens and local governments information about chemical hazards in their communities so they can plan for potential emergencies. HSEM is the designated state agency responsible for collecting data from more than 6,300 facilities that store, use and release into the environment certain hazardous chemicals.

In FY2011, HSEM collected \$356,625 in fees from facilities that reported their chemical use information. Funds are deposited in the state general fund to help offset the cost of the Minnesota EPCRA program and the hazardous materials regional response team program.





# Response



## Emergency Operations

HSEM activates the State Emergency Operations Center (SEOC) when warranted to coordinate the state response to a major emergency or disaster.

In FY2011, the SEOC went into full scale activation three times for a total of 45 days.

## Fall Flooding

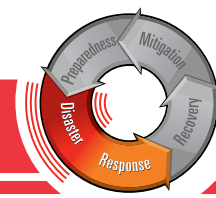
From September 23 to October 5, 2010, the SEOC was on full activation to respond to record rain fall in the southern third of Minnesota. More than 10 inches in less than 24 hours fell in some communities. Hundreds of roads and highways were damaged. Sinkholes and washouts made roadways unsafe and impassable.

Nine school districts reported flood-related damage and damage in the Wabasha County towns of Zumbro

Falls and Hammond was so extensive, many feared residents and businesses would not rebuild.







## Spring Flooding

Preparations for anticipated spring flooding began in January 2011 with meetings between HSEM, the National Weather Service, the North Central River Forecast Center and other state agencies. Regional webinars were held statewide the first week of February.

The extensive advance planning meant that state agencies were able to preposition response assets, and local jurisdictions were better informed and prepared for the events that followed.

On February 14, 2011, Moorhead was the first major city to declare an emergency. An additional 54 local emergencies were declared over the next two months. The SEOC fully activated on March 24 to coordinate the immediate response to the disaster and remained at full activation until April 20. HSEM also coordinated use of a state-owned sandbagging machine in Chippewa, Lyon and Wabasha counties to assist with flood mitigation efforts.

### The flooding impacted:

#### The Minnesota River Basin:

The Minnesota River at New Ulm remained at major flood level for 19 days. On March 27, the river reached major flood level at Montevideo and did not fall below that stage until April 15.

#### Upper and Lower Mississippi River Basin

The Crow River at Delano in Wright County crested March 28, the fourth highest crest on record. Temporary protections held, but roads and bridges were impacted.

The initial crest of the Mississippi at St. Paul occurred March 29. A second crest took place April 11.

#### Red River of the North River Basin

The Red River at Moorhead in Clay County crested April 10. At East Grand Forks in Polk County, the Red reached major flood stage April 11; on April 12 it crested in Halstad.

Rising floodwaters forced the closure of Fort Snelling State Park, and camping and trails at nine other state parks. Road closures and restrictions peaked April 14 when more than 770 closures or restrictions were noted. In all, 25 state highways were affected.

### Hennepin and Anoka County Tornado

With little warning, a tornado developed just west of the metropolitan area shortly after 2 p.m. on Sunday, May 22. It moved quickly through densely populated neighborhoods in North Minneapolis, and crossed the Mississippi River into Anoka County at the site of the Minneapolis Water Works facility, which provides water for the entire city of Minneapolis.

The National Weather Service Storm Survey Team rated the tornado as a strong end EF1 (100-110 mph) on the Enhanced Fujita scale. Two people died and 47 were hurt. The state SEOC was on full activation for five days to assist in the response.

## Mutual Aid

During much of FY2011, Minnesota was the national coordinating state for the Emergency Management Assistance Compact (EMAC). EMAC is a mutual aid system adopted by all 50 states, three U.S. territories and the District of Columbia. The Compact maximizes resources in a cost-effective manner. States receiving the mutual aid reimburse the states sending help. In FY2011 Minnesota coordinated twelve EMAC responses across the country including:

- Hurricane Earl
- Iowa flooding
- North Dakota flooding
- Deepwater Horizon Oil spill



# Recovery



## Recovery

Even before responders finish their work, HSEM recovery staff begins collecting information to determine if federal assistance will be needed to repair or replace structures. As soon as it's safe to enter the area, apparent damages and impacts are assessed. If the threshold for federal assistance appears to be met, teams of federal, state and local workers view and chart the damage to businesses, homes, government entities and infrastructure.

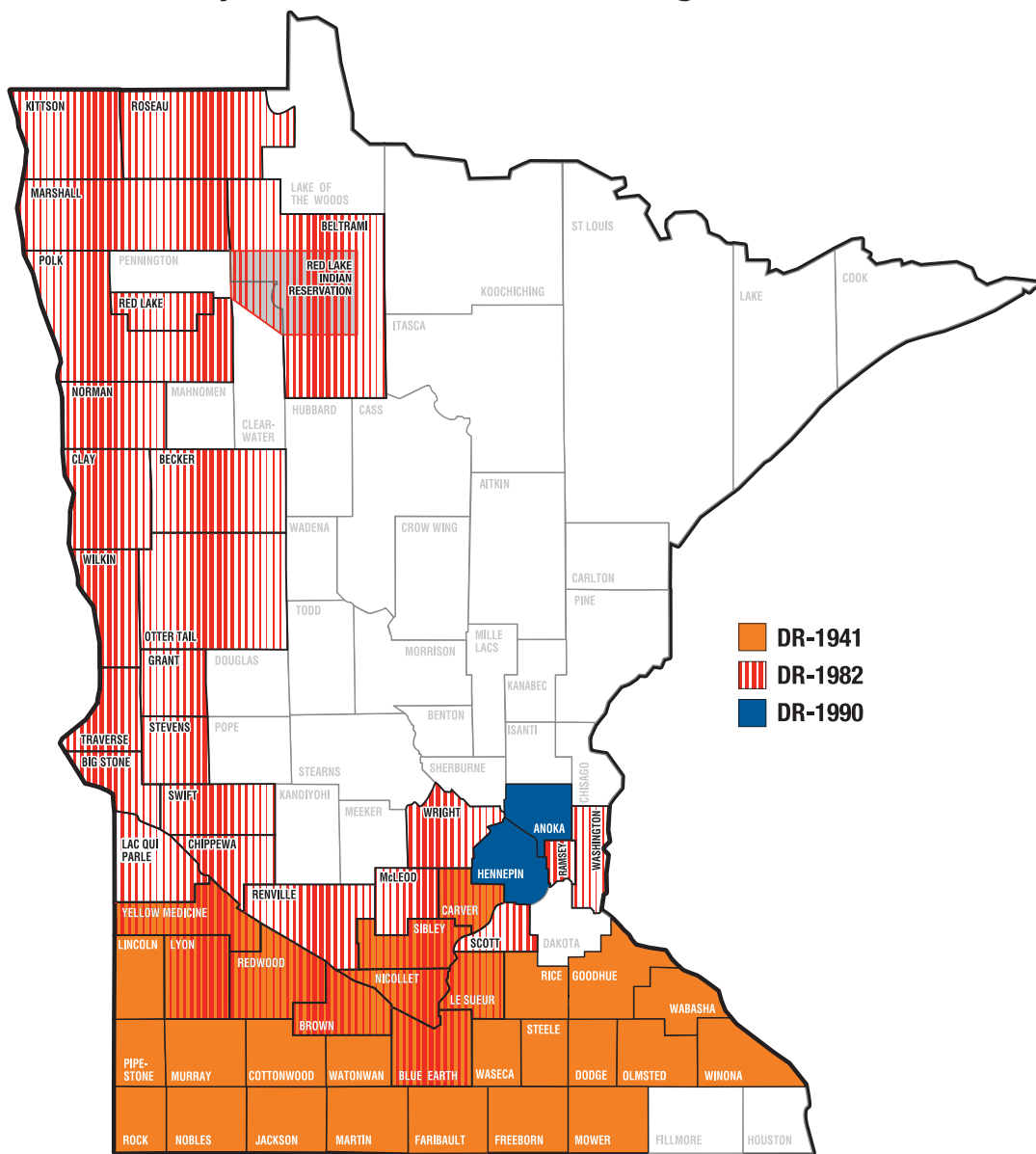
When the president declares a disaster in Minnesota, one of the first things HSEM recovery

staff does is organize and conduct public assistance meetings. These meetings help public entities and certain private nonprofit organizations begin the process of requesting financial assistance from FEMA.





HSEM prepared three successful requests for presidential major disaster declarations during FY2011.



## Volunteer Resources

Volunteers play a huge role in both response and recovery efforts. FY2011 proved to be busy for responders and Minnesota Voluntary Organizations Active in Disaster (MNVOAD) partners.

There are 141 Citizen Corps programs in Minnesota and thousands of volunteers assist in all phases of emergency management. Minnesota's Citizen Corps

program includes:

- 31 community emergency response teams (CERT)
- 63 volunteers in police service (VIPS) programs
- 300 registered neighborhood watch programs
- 40 medical reserve corps (MRC) programs
- 7 fire corps programs



## Performance Measure

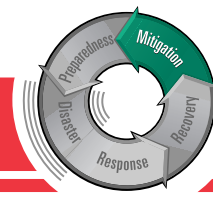
Federal disaster assistance requests should be prepared within 30 days of the event.

FEMA #	Event Start Date	Request Prepared Within	Event	Affected Counties	Federal Funds Obligated for Public Assistance
DR-1990	May 21, 2011	6 Days	Severe storms and tornadoes	Anoka and Hennepin	\$12,251,129
DR-1982	March 16, 2011	* 35 Days	Severe storms and flooding	Becker, Beltrami, Big Stone, Blue Earth, Brown, Carver, Chippewa, Clay, Grant, Kittson, Lac qui Parle, Le Sueur, Lyon, Marshall, McLeod, Nicollet, Norman, Otter Tail, Polk, Ramsey, Red Lake, Red Lake Indian Reservation, Redwood, Renville, Roseau, Scott, Sibley, Stevens, Swift, Traverse, Washington, Wilkin, Wright, and Yellow Medicine	\$8,148,458
DR-1941	September 22, 2010	9 Days	Severe storms and flooding	Blue Earth, Brown, Carver, Cottonwood, Dodge, Faribault, Freeborn, Goodhue, Jackson, Le Sueur, Lincoln, Lyon, Martin, Mower, Murray, Nicollet, Nobles, Olmsted, Pipestone, Redwood, Rice, Rock, Sibley, Steele, Wabasha, Waseca, Watonwan, Winona, and Yellow Medicine	\$24,343,014
DR-1921	June 17, 2010	8 Days	Severe storms, tornadoes and flooding	Blue Earth, Brown, Faribault, Freeborn, Houston, Kittson, Nicollet, Olmsted, Otter Tail, Polk, Sibley, Steele, and Wadena	\$12,533,430
EM-3310/ DR-1900	March 1, 2010	8 Days	Flooding	Big Stone, Blue Earth, Brown, Carver, Chippewa, Clay, Cottonwood, Grant, Kittson, Lac qui Parle, Marshall, McLeod, Nicollet, Norman, Pennington, Polk, Prairie Island Community Indian Reservation, Ramsey, Red Lake, Redwood, Renville, Scott, Sibley, Stevens, Traverse, Upper Sioux Community Indian Reservation, Wilkin, and Yellow Medicine	\$12,496,467
EM-3304/ DR-1830	March 16, 2009	10 Days	Severe storms and flooding	Becker, Beltrami, Chippewa, Clay, Clearwater, Cook, Douglas, Grant, Hubbard, Kittson, Lac qui Parle, Lake, Lake of the Woods, Mahnomen, Marshall, Norman, Otter Tail, Pennington, Polk, Pope, Red Lake, Red Lake Indian Reservation, Roseau, Stevens, Swift, Traverse, Wadena, White Earth Indian Reservation, Wilkin, and Yellow Medicine	\$30,173,648
DR-1772	June 7, 2008	10 Days	Severe storms and flooding	Cook, Fillmore, Freeborn, Houston, Mower, and Nobles	\$6,382,520
DR-1717	August 18, 2007	3 Days	Severe storms and flooding	Dodge, Fillmore, Houston, Jackson, Olmsted, Steele, Wabasha, and Winona	\$33,827,064
EM-3278	August 1, 2007	19 Days	35W bridge collapse	Hennepin	\$3,596,274
DR-1648	March 30, 2006	* 46 Days	Flooding	Becker, Clay, Kittson, Marshall, Norman, Red Lake, Roseau, and Wilkin	\$6,959,097

\* The delay in requesting federal assistance for DR-1648 and DR-1982 was because river levels didn't reach major flood stage until well into the incident period.



# Prevention / Mitigation



**HSEM Director Kris Eide and Governor Mark Dayton held a series of meetings to mitigate damage expected from spring flooding.**

## Prevention/Mitigation

A key element in the emergency management cycle is identifying ways to prevent or mitigate future damage from disasters. Mitigation is the ongoing effort to prevent or lessen the toll that natural and human-caused disasters take on people and property.

Several mitigation strategies can be used to circumvent the devastation of flood events. One in particular provides a permanent solution for the community — property acquisition.

In a property acquisition project, the community buys private property for its pre-flood fair market value, then removes or relocates all structures on the land. By law, the land becomes public property and must forever remain open space. The community can use it to create public parks or wildlife refuges.

FEMA approved the state of Minnesota All-Hazard Mitigation Plan March 24, 2011. The plan, which must be updated at least every three years, is used to guide HSEM prioritization of Hazard Mitigation Assistance (HMA) grant program allocations. In addition, counties must have an approved and adopted mitigation plan in order to meet the eligibility criteria for HMA.

Following the fall floods, several communities applied for HMA funds to buy out flooded properties. Those communities are:

- Hammond \$594,330
- Oronoco \$609,150
- Pine Island \$638,319
- Wabasha County \$209, 580
- Zumbro Falls \$1,950,000





A recently completed loss avoidance study shows that projects coordinated through HSEM between 1995 and 2010 have already saved taxpayers millions of dollars. The study looked at two flood-prone Minnesota communities. Montevideo is located at the confluence of the Chippewa and Minnesota rivers, while Moorhead is on the Red River of the North.

### Montevideo Acquisition Projects

- Properties acquired: 48
- Total project cost: \$1,123,145
- Total losses avoided: \$8,394,030
- \*Return on Investment: 747 percent

### Moorhead Acquisition Projects

- Properties acquired: 27
- Total project cost: \$2,966,850
- Total losses avoided: \$9,443,150
- \*Return on Investment: 318 percent
- \*The return on investment (ROI) does not include the savings from avoiding other incident-related costs, such as sandbagging, evacuation and cleanup. The ROI will continue to increase as new flooding occurs.

### Performance Measure

All 87 counties will have an approved and adopted mitigation plan. HSEM anticipates coming within four percent of this goal by the end of 2012. Three counties have been invited to participate, but have chosen not to develop or maintain a mitigation plan. Those counties will not be eligible for federal assistance through any of the Hazard Mitigation Assistance programs until a FEMA-approved plan is in place.

	FY2007	FY2008	FY2009	FY2010	FY2011
Counties with an approved and adopted mitigation plan	19	29	61	72	77
Percentage of counties	21.8%	33.3%	70.1%	82.8%	88.5%

### Public Outreach and Awareness

Since the most effective engagement comes at the local level, the HSEM public education campaigns are designed to support county- and city-based efforts to make their communities more resilient to natural disasters by encouraging residents to take a few simple preparedness steps that can reduce the impact and severity of emergencies.

The annual Severe Weather Awareness campaign in April and the Winter Hazard Awareness campaign in November increase public awareness of seasonal hazards, and promote proactive steps that can reduce or mitigate those hazards. The National Weather Service, news media, nonprofit agencies, schools, other state agencies and local governments also participate in these annual awareness campaigns.

This year, the annual statewide evening tornado drill in April included participation by more than 75 counties — the highest rate ever. The evening drill offers an opportunity for families and second shift workers to practice their emergency plans and procedures.

Also this year, a new weather awareness webpage was introduced that features improved ease of use, eye-catching graphics and expanded information. To boost audience exposure and to build interest, the second annual winter photo contest was held. Roughly 200 images of winter scenes and activities were submitted.



# Summary



HSEM is working in many ways to prevent, prepare for, respond to and recover from natural and human-caused disaster. By becoming informed, developing a personal emergency plan and putting together an emergency kit, all Minnesotans can help keep Minnesota ready.

You can learn more about HSEM at:  
[hsem.dps.mn.gov](http://hsem.dps.mn.gov)  
[www.facebook.com/MnHSEM](https://www.facebook.com/MnHSEM)





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