



DEPARTMENT OF PUBLIC SAFETY

DIVISION OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT

FY 2015 ANNUAL REPORT



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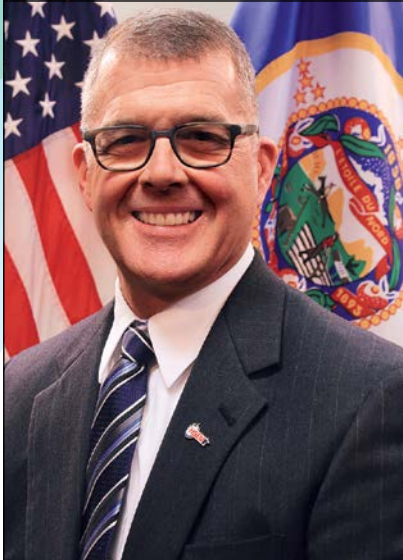
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Why the Work Matters



My first year as HSEM director has gone by quickly, and as I've spent more time with the people who dedicate their days to keeping Minnesota safe and secure, I more fully appreciate why the work we do matters.

Those of us at HSEM join forces on a daily basis with local emergency management professionals, first responders, lawmakers and voluntary agencies to become better, faster and more robust so the people of our fine state are safer during emergencies and disasters.

In this most recent fiscal year, we faced a variety of challenges — one federal disaster, two state disasters and an avian influenza outbreak — and came out the other side a little smarter and better able to handle the next very bad day. We worked with emergency managers and first responders along shale oil transportation lines and near nuclear power plants, as well as school officials statewide, to make sure they know and understand the special factors they have to deal with if there happens to be an incident at their location.

I have also had the great opportunity to talk face-to-face with other folks in the emergency management business, including elected officials. I sincerely thank you for the opportunity to speak at your functions. I enjoy it immensely and hope you get as much out of the experience as I do.

From July 1, 2014, through June 30, 2015, I believe we accomplished our legislative responsibilities; responded when necessary; provided customer service; communicated in new ways; held ourselves accountable and used teamwork to resolve crisis situations and make Minnesota a more resilient state.

We celebrated a number of great successes you will read about in this annual report. As we go forward, I know we still have work to do and challenges to meet. I am confident we will work together to make Minnesota's communities more resilient. My staff and you, our partners, make me proud to lead the division of Homeland Security and Emergency Management.

Joe Kelly, Director
Homeland Security and Emergency Management

Response

Federal Disaster Declaration

One of HSEM's most important responsibilities is to assist local jurisdictions following severe storms. In fiscal year 2015, Minnesota experienced historic summer flooding. From June 11 through July 11, storms hit the state from the southwest corner to the Canadian border. More than 10 inches of rain fell in parts of central Minnesota. The Crow, Minnesota and Mississippi Rivers rose to major flood level. In far northern Minnesota, the Rainy River, Rainy Lake, Lake of the Woods and Lake Kabetogama all reached record or near record levels, closing roadways and interrupting commerce.

More than half of the damage was to roads and bridges. Floods, mudslides and sinkholes also generated large volumes of debris, which required significant local resources.

Governor Mark Dayton secured a presidential disaster declaration July 21. A total of 37 counties and three tribal nations were eventually included in the disaster area. HSEM, FEMA and county teams used preliminary damage assessments to determine eligible expenses of approximately \$30 million. Actual damage costs rose to roughly \$55 million.

When counties and tribal nations are included in a federal disaster declaration, the HSEM staff holds an applicant briefing in their jurisdiction. This enables eligible applicants, like townships, cities, public works offices, schools and non-profits, to fill out a request for federal and state funds.

A joint field office (JFO) was established in Bloomington. HSEM recovery experts worked side-by-side with FEMA disaster recovery specialists, external affairs officers and tribal liaisons.



HSEM's Bill Hirte visits with Chuck Ackman from Sen. Klobuchar's office.



Damage assessment in Ramsey County.

In September, congressional staff members visited the JFO for a briefing by the federal and state coordinating officers. FEMA and HSEM external affairs coordinated the event.

On October 15, emergency managers in counties impacted by the storm were invited to see the JFO in action and to meet the federal coordinating officer. Branch Director John Moore, who oversees the state's disaster recovery efforts, also answered questions on how FEMA and HSEM process applications for disaster funding.

Landslide in Minneapolis.





State Coordinating Officer Joe Kelly discusses disaster recovery with congressional staff members.

State Disasters

Three counties did not qualify for the major disaster declaration. Morrison County was outside the incident period; Dakota and Washington Counties did not meet the federal threshold. HSEM disaster recovery staff helped them through the process of qualifying for state disaster assistance. In May 2014, Governor Mark Dayton signed legislation establishing the state disaster contingency account. It enables counties to apply for state assistance when severe damage does not meet federal criteria or is suffered outside of a federally declared disaster area. The first state disaster declaration was signed September 14 for Morrison County. The second declaration was made October 24 for Dakota and Washington Counties. Combined, the three counties received approximately \$1.4 million to pay for emergency services and debris removal.

Hazard Mitigation

The hazard mitigation grant staff assists local jurisdictions in their applications for federal funding to reduce the risks in their community. In fiscal year 2015, one of the projects involved river gauges.

The HSEM hazard mitigation staff worked with the Minnesota Department of Natural Resources and FEMA to close out a project that put in place four river gauges, with emergency warnings, in the Whitewater State Park in Winona County.

The gauges are programmed to automatically alert the appointed contact when water levels reach a certain level. This project will minimize life safety issues associated with flash floods in the Whitewater State Park; a park that saw 11.5 inches of rain in 2007, which left campers stranded.

Proof the gauges are working came in April. Nearly two inches of rain and one inch of snow fell during a 24 hour period from April 9-10, which caused one of the flood gauges to activate the warning system and place a call to the park manager at 1 a.m.



River gauge for Whitewater State Park.



SEOC activation for avian influenza.

Avian Influenza

On April 23, Governor Mark Dayton declared a peacetime emergency to respond to the increasing number of farms impacted by avian influenza. The next day, HSEM held the first state agency briefing following the activation of the State Emergency Operations Center (SEOC). The SEOC activated so state agencies with a role in an animal disease emergency could work as a team. The team supported the increased needs of counties experiencing avian influenza and of the agencies working to combat it: Minnesota Department of Agriculture (MDA), Board of Animal Health (BAH) and the United States Department of Agriculture (USDA).

State agency staff responded daily to support MDA and BAH:

- The Department of Natural Resources (DNR) collected thousands of samples to determine the magnitude of avian influenza, believed to spread from wild waterfowl to poultry farms. The DNR also asked the public to report sick or dead waterfowl, wild turkeys and birds of prey.
- The Department of Health (MDH) monitored more than 300 people involved in the care of flocks. No human infections were detected. MDH also provided behavioral health support to those impacted.
- The Minnesota Pollution Control Agency worked with the USDA on waste disposal questions and recommendations for composting.



HSEM Director Joe Kelly during the SEOC activation.

- The National Guard activated April 27 to assist with the delivery of water in hard-hit Kandiyohi County.
- The Minnesota Department of Transportation supported tanker truck foaming operations.
- The Minnesota Department of Employment and Economic Development (DEED) assisted with workers laid off due to avian influenza. DEED offered services at no cost that helped individuals find a suitable new job.
- The Department of Revenue worked through the virtual joint information center (JIC) to issue a media release regarding the forgiveness of penalties and interest for poultry producers in the affected counties who had Minnesota tax returns or payments due between April 23 and May 27, 2015.

Working through the virtual JIC, public information officers from DPS, various state agencies and the USDA held a daily conference call. A coordinated news release was issued daily for the first month of the incident.

Service

Oil Transportation

HSEM takes very seriously its obligation to provide oil transportation awareness training to fire departments and others impacted by the dramatic increase in oil transport. Governor Mark Dayton signed the Railroad and Pipeline Safety legislation in May 2014. In the fiscal year that followed, HSEM teams:

- Presented 135 oil awareness training sessions to 96 departments
- Trained 3,140 first responders and emergency management professionals
- Provided all chemical assessment teams and emergency response team members with advanced training specific to crude oil
- Worked with the Minnesota School Safety Center and school districts to develop specific emergency plans for facilities near the tracks

School Safety Center

The Minnesota School Safety Center has provided more than two years of service since its re-establishment in May 2013. In fiscal year 2015, it further refined customer outreach programming to provide school safety procedural guidance to address the unique needs of individual educational communities. Three fulltime staff members, including



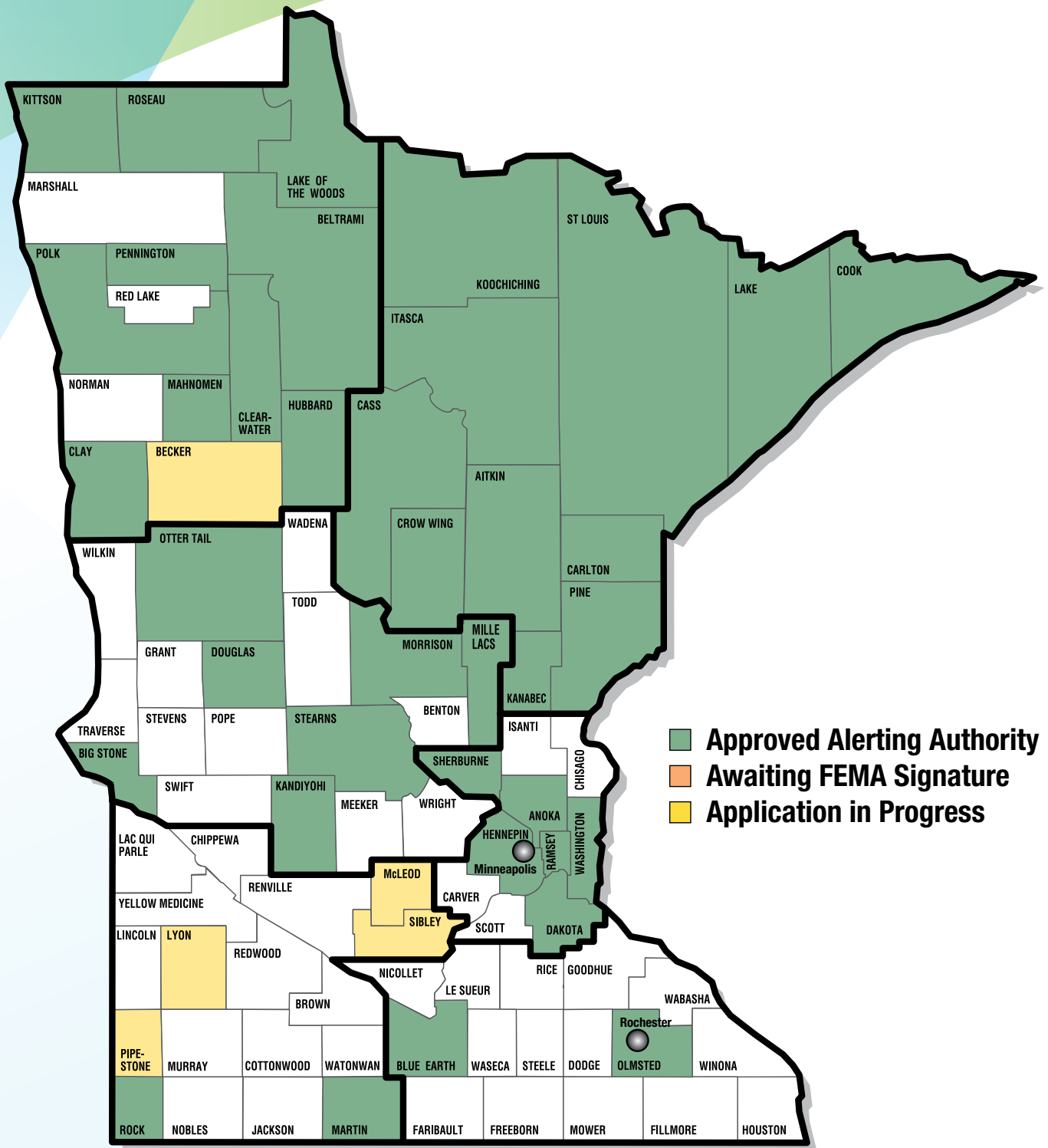
HSEM's Gina Weiler at an outreach event.

director Randy Johnson, travelled to all corners of the state, observing emergency response exercises, delivering interactive presentations and providing innovative school safety training. Those interactions reached more than 1,200 individuals in 182 independent school districts, public charter schools, tribal schools, nonpublic schools and public safety agencies. Key to the program's success is assembling public safety partners and emergency responders, crisis emergency planners, health and safety experts, school administrators, transportation managers, department of education specialists and others. The Minnesota School Safety Center provides multiple training courses:

- School Resource Officer
- Multi-Hazard Emergency Planning for Schools
- Safe-School Facility Assessments



HSEM's Bob Berg presenting Oil Transportation Awareness Session.



Alert and Warning

HSEM is responsible for the Minnesota Emergency Alert System Statewide Plan. It is also responsible for the Integrated Public Alert and Warning (IPAWS) Committee under the Statewide Emergency Communications Board. IPAWS provides state, tribal, county and city authorized professionals the opportunity to issue alerts and warnings under

certain circumstances. The warnings can be sent through mass notification systems, the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEAs) which are sent to cellphones. In fiscal year 2015, the counties indicated on the map above were approved as alerting authorities.

State Response Teams

HSEM oversees state response teams:

- Bomb squads
- Minnesota Urban Search and Rescue Task Force 1
- Chemical assessment teams
- 55th Civil Support Team

Jurisdictions in need of specialized response call the Minnesota Duty Officer for assistance. The Minnesota Duty Officer reported the following response calls:

- 88 bomb squad out of jurisdiction responses/consultations
- 44 chemical assessment team responses/consultations

Integrated Emergency Management Course

Stevens County and HSEM staff, led by Branch Director Cathy Clark and IEMC Coordinator Glenn Elvecrog, conducted Minnesota's first-ever integrated emergency management course. The two-day event was held January 28-29 at the Emergency Management Training Center at Camp Ripley. Fifty-two elected officials, first responders and emergency management professionals trained together to respond to a simulated hazardous materials rail car accident in Stevens County.



Stevens County Emergency Manager Dona Greiner and HSEM's Glenn Elvecrog at IEMC.

Stevens County Emergency Management Director Dona Greiner worked closely with HSEM to plan and execute this history-making course. A number of HSEM employees and HSEM Director Joe Kelly provided instruction for the event, which focused on the following objectives:

- Establishing on scene command and coordinated response with the emergency operations center
- Developing a situation report and incident action plan
- Determining responsibilities of the EOC and policy-decision making groups
- Creating and delivering public information

Participants said it was an incredible learning experience and provided a unique opportunity to better define roles and responsibilities during an actual emergency.

Stevens County Emergency Manager Dona Greiner meets with participants of the IEMC.



Grants

Local communities rely on HSEM to pass through federal grant money to assist them prevent, prepare for, mitigate, respond to and recover from disasters. Under the supervision of Branch Director Jon Huspek, in fiscal year 2015, HSEM distributed to local governments 133 preparedness grants, totaling \$12.247 million.

Source	Grant Program	Purpose
Disaster-related		
FEMA	Public Assistance	Assistance to government and certain non-profit agencies for debris removal, emergency protective measures, and permanent restoration of infrastructure
Hazard Mitigation Assistance		
FEMA	Hazard Mitigation Grant Program	Long-term hazard mitigation measures following a presidentially-declared disaster
FEMA	Pre-disaster Mitigation	Hazard mitigation planning and implementation
FEMA	Severe Repetitive Loss	Reduce or eliminate long-term flood damage risk to NFIP-insured severe repetitive loss structures
Non-Disaster (Preparedness)		
FEMA	Emergency Management Performance Grant	Sustain and enhance all-hazards emergency management capabilities
USDOT	Hazardous Materials Emergency Preparedness	Improve the capabilities of hazardous materials responders in all phases of emergency management
FEMA	Non-profit Security Grant Program	Support security enhancements and activities to urban non-profit organizations at high risk of terrorist attack
FEMA	Operation Stonegarden	International border security
Special Funding	Radiological Emergency Preparedness	Enhance state agency and local government capability to respond to and recover from a nuclear power plant incident
FEMA	State Homeland Security Program	Address identified emergency management needs relating to terrorism and other catastrophic events
FEMA	Urban Area Security Initiative	Address unique needs of high-threat, high-density urban areas

REP Exercise

The Radiological Emergency Preparedness (REP) staff, led by Branch Director Kevin Leuer, coordinated the first-ever hostile action based exercise which tested the ability to respond to an active shooter at the Prairie Island Nuclear Generating Plant. The addition of the hostile action element meant new challenges for the hundreds of participants. The Federal Emergency Management Agency (FEMA)

and the Nuclear Regulatory Commission (NRC) called the exercise a big success saying, “Minnesota and Wisconsin, and the counties of Dakota, Goodhue and Pierce continue to demonstrate the capability to protect the health and safety of their citizens within the 10-mile Emergency Planning Zone of the Prairie Island Nuclear Generating Plant.”



Prairie Island exercise staging area.

The full scale exercise took place July 29. Participants were located at the:

- Minnesota and Wisconsin State Emergency Operations Centers
- Prairie Island Nuclear Generating Plant
- Goodhue County Emergency Operations Center
- Dakota County Emergency Operations Center
- Pierce County, Wisconsin Emergency Operations Center
- Evaluators also assessed a number of additional response agencies and activities. They included:
 - St. Cloud and Regions Hospitals and St. Elizabeth Medical Center in Wabasha
 - Gold Cross, Cottage Grove and Wabash Ambulance Services
 - St. Cloud Apollo Reception Center
 - Plymouth and Maple Grove RAD field teams

Ingestion Workshop

January 27-29, 2015, at the Monticello Community Center, the REP staff hosted a workshop to review the basics of radiation as well as the local, state and federal roles in the response to an incident at a nuclear generating plant.

There was also a session on the intermediate phase which follows the initial response to a nuclear power plant incident. That's the stage where state and local decision-makers begin to weigh the intertwined issues of agriculture, environment, public health and public perception. During the session participants learned about primary intermediate phase issues including: relocation, restricted zones, re-entry, return and food protections.

Traffic and Access Control Points Video

In the unlikely event of a serious incident or accident, the public may be evacuated to designated reception centers.

To support the evacuation, pre-determined traffic and access control points will be staffed to keep traffic flowing out of the evacuated area and to prevent the public from entering an area under a protective action. The REP staff created a video featuring Minnesota State Patrol officers demonstrating the actions necessary to safely and effectively staff the traffic and access control points.

EPCRA

It's important for elected officials, community leaders, first responders and emergency managers to know what hazardous and toxic chemicals are stored and released from businesses located in the area. This enables them to plan for potential emergencies. Under the Emergency Planning and Community Right-to-Know Act (EPCRA), HSEM is the designated state agency responsible for collecting the information.

In fiscal year 2015, HSEM received data from:

- 6,290 facilities that store hazardous chemicals
- 445 facilities that:
 - Report the amounts of toxic chemicals released into the environment
 - Transfer toxic chemicals off-site for treatment
 - Recycle, use for energy recovery, dispose of and manage toxic chemical on-site at the facility

This consolidated statewide information is referred to as the Toxic Release Inventory. Toxic Release Inventory (TRI) facilities in Minnesota were first in the nation in reporting the number of newly implemented source reduction activities. Under state law, these facilities must prepare a Pollution Prevention Plan and submit an annual Pollution Prevention Progress Report. These tools, along with assistance from government entities, help the facilities identify and implement pollution prevention objectives and activities.



Goodhue County/City of Red Wing incident command post.

Communication

ICS for County Leaders

Elected officials and senior leaders at the county level play a very important role during a major disaster. HSEM Director Joe Kelly has provided instruction on the incident command system for elected officials and senior leaders across Minnesota. This instruction helps define their role before, during and after an incident. In fiscal year 2015, Kelly presented the course in the following locations.

- Cook County
- Le Sueur County
- Lyon County
- Martin County
- McLeod County
- Nicollet County
- Sibley County
- Stevens County
- Watonwan County
- Wilkin County
- City of Minnetonka

Communication Products

In addition to face-to-face communications, HSEM provides virtual presentations and written products to assist our customers in their emergency preparedness efforts.

First Tuesday presentations continued in fiscal year 2015. The first Tuesday of every other month, HSEM hosts a presentation on a recovery subject. This year those subjects included:

- How amateur radio operators assist emergency managers
- Emergency managers and voluntary agencies working together on damage assessments
- Donations facility set-up and operation
- Working with community volunteers

The HSEM Disaster Recovery Branch regularly hosts webinars for local emergency managers. Staff created a webinar following the 2014 summer flooding to explain how the disaster recovery process works in Minnesota and how HSEM works with local governments to respond and recover from disasters.

The HSEM Debris Management Guidebook is posted on the Emergency Manager Resources page of the HSEM website. It provides step-by-step instructions on how to develop an effective debris management plan.

The Donations and Volunteer Management Guidebook was completed in May 2015. It provides step-by-step instructions and other useful information to help local communities

develop effective donated goods and volunteer management teams and plans. It is also posted on the Emergency Manager Resources page.

Education and Outreach

Communicating with the public about emergency preparedness is a primary responsibility of HSEM's education and outreach staff.

Highlights in fiscal year 2015 include:

August — The Minnesota State Fair where HSEM staff members talked with hundreds of visitors and handed out bags that can be used to hold emergency supply kit items. The bags include lists on the side so users can prepare a kit for severe storms as well as winter survival.

November — Winter Hazard Awareness Week

Each year, HSEM, in partnership with county emergency managers, help educate the public about various winter hazards including:

- Winter Storms
- Outdoor Winter Safety
- Winter Fire Safety
- Indoor Winter Safety
- Winter Driving

September — HSEM takes part in National Preparedness Month which is coordinated through FEMA. This fiscal year, our education and outreach effort included:

- **September 9** — Preparedness Display in partnership with Ramsey County in the St. Paul skyway
- **September 24** — Minneapolis PrepareFair in the Minneapolis skyway
- **September 26** — Preparedness Exhibit at the Minneapolis St. Paul Airport

April — Severe Weather Awareness Week

Preparing for severe weather is a spring ritual in Minnesota. Emergency managers across the state take part in this important education campaign which focuses on:

- Alerts and Warnings
- Severe Weather, Lightning and Hail
- Floods
- Tornadoes drills at 1:45 p.m. and 6:55 p.m.
- Extreme Heat

Accountability

Severe Weather Awareness Survey

HSEM surveyed emergency managers in all 87 counties and 11 recognized tribal nations to determine if the information provided by our Education and Outreach team was meeting the needs of our customers.

The Survey Found:

70 percent used the Severe Weather Awareness Week (SWAW) email information packet to plan their participation in SWAW

50 percent used the email information packet to reach out to local media

90 percent said SWAW helps increase public awareness and preparedness for seasonal threats

86 percent found one-page fact sheets on the HSEM website to be the most useful material



HSEM's emergency kit bag was a hit at the State Fair and other outreach events.



HSEM's Brian Curtice with a friend at community outreach event.



Oil transportation panel.



Oil transport was an important topic at the conference.

Governor's Homeland Security and Emergency Management Conference

Hundreds of emergency management professionals attended the 50th annual Governor's Homeland Security and Emergency Management Conference February 10-12 at the Earle Brown Heritage Center. The conference is required for all county emergency management directors. Additional attendees include emergency management support staff, first responders, firefighters, emergency medical services, elected officials and members of voluntary organizations active in disaster.

The 50th annual conference featured 24 training and breakout sessions, and a panel on oil transportation.



HSEM's Jen Nelson discusses loss avoidance studies.

Stakeholder Accountability

This fiscal year saw some key HSEM staff members retire and others pursue opportunities outside the organization. Although these staffing changes resulted in loss of institutional and program-related knowledge, they also offered an opportunity for reflection, new ideas and innovation. HSEM used this period to begin asking our customers for input on how we are doing. As a baseline, we wanted to know what works, what doesn't and how we can support local emergency managers and their communities. We listened to the feedback. Currently, HSEM is focused on continuously improving our internal and external processes. Our efforts aim to get faster results, reduce duplication and build on the skills of our staff. We look forward to continuing this dialog and annually measuring increased stakeholder satisfaction.

Law Enforcement Support Office

HSEM administers the Law Enforcement Support Office (LESO), providing surplus military equipment to local law enforcement agencies.

In fiscal year 2015, the LESO helped procure \$1.5 million in weapons, night vision equipment, first aid items, field packs, cold weather clothing, hazardous material analyzers, floodlights and explosive ordnance disposal robots for 125 requesting jurisdictions.

Teamwork

Regional Program Coordination

Regional program coordinators (RPCs) stationed in six regions across Minnesota are in direct contact with emergency managers. Their role is to assist emergency managers with planning, training and exercise, and grants management.

The RPCs work with local jurisdictions to implement standard operating guidelines. In 2015, those SOGs focused on emergency operations, pet sheltering, evacuation and mass care. In turn, Region 1 in southeast Minnesota held three shelter exercises and established a regional response team.

Emergency Preparedness Response Committee and MEOP

Together, state agencies in Minnesota prepare a coordinated response to a major emergency. HSEM chairs the Emergency Preparedness and Response Committee. It meets quarterly or as needed. The committee consists of one member from each state agency and division identified in the Governor's Executive Order: Assigning Emergency Responsibilities to State Agencies. The committee also provides updates to the Minnesota Emergency Operations Plan (MEOP).

HSEM tracks compliance with the Minnesota law requiring state agencies included in the MEOP to have at least one state-certified emergency manager on staff. During the reporting period, all 23 state agencies met the requirement.

Updated Functional Needs Planning Toolkit for Emergency Planners

In fiscal year 2015, HSEM partnered with the departments of human services, health and administration as well as Positively Minnesota and the Minnesota State Council on Disability to update the Functional Needs Planning Toolkit. This important document provides detailed guidance to emergency planners to ensure all members of a community are prepared for an emergency.

Emergency Management Certificate Program

HSEM coordinates the state's emergency management certificate program. It combines independent study through FEMA's Emergency Management Institute and classroom courses. In fiscal year 2015, 39 students earned their state certification.

Simulated radiological dispersal device incident during Operation Raging River.





Recovery workshop participants with HSEM's Ryan Smith.

Training and Exercise Plan

The National Preparedness Goal contains 32 core capabilities. These capabilities are grouped into five mission areas: prevent, protect, mitigate, respond and recover. In fiscal year 2015, HSEM conducted a workshop to produce the annual multi-year training and exercise plan (TEP). The TEP outlines state priorities and establishes a statewide calendar of training and exercise events so communities across the state can demonstrate core capabilities.

Operation Raging River

In August 2014, a full-scale exercise called Operation Raging River took place in the city of Minneapolis. HSEM worked with the city and the Coast Guard to make this complex exercise possible. It demonstrated the response to a simulated maritime transportation security incident involving a radiological dispersal device in a busy city park. First responders from multiple jurisdictions participated in the exercise.

Disaster Recovery Workshop

Training local community officials how to prepare for natural disaster recovery is a key responsibility of the HSEM Disaster Recovery and Hazard Mitigation Branch. In September 2014, staff members hosted a weeklong disaster recovery workshop at Camp Ripley. The classroom instruction included damage assessments, state and federal disaster assistance programs, debris management, and hazard mitigation for emergency managers. In addition to the classroom training, it allowed county and tribal recovery officials the opportunity to test their knowledge by conducting a simulated initial damage assessment on a mock community build at Camp Ripley.

As students navigated the mock community, they were exposed to local leadership and survivors who would interact with them as would occur during an actual disaster. At the conclusion of the field exercise, the students were able to appropriately report the resulting damages and impacts of the mock disaster.

Voluntary Organizations

HSEM works with voluntary organizations active in disaster to ensure resources are deployed to the areas in need during disasters. Thousands of volunteer service hours were provided in 37 counties and three tribal nations following severe storms in July 2014.



Dakota County state applicant briefing.



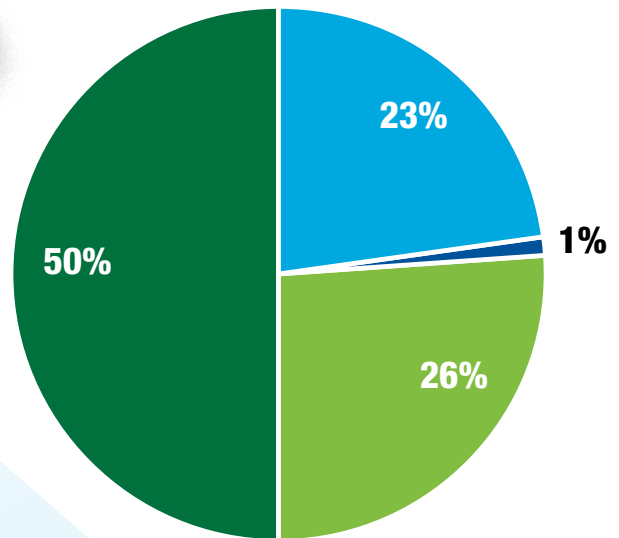
Branch directors: Kevin Reed, Kevin Leuer and Cathy Clark.



Branch director John Moore

Funding for Operating Expenses (FY2015)

in thousands



- General Fund \$2,384
- Environmental Fund \$68
- Special Revenue \$2,607
- Federal \$4,970

About HSEM

HSEM staff work in Town Square in downtown St. Paul. The staff of approximately 70 employees work in one of five branches

- Administration and Grants
- Operations
- Organizational Development
- Preparedness
- Recovery and Mitigation

Vision

Keeping Minnesota Ready

Mission

The mission of HSEM is to help Minnesota prevent, prepare for, respond to and recover from disasters. The primary purpose of the division is to build communities prepared to respond to emergencies, with resilience to quickly recover from the effects of disaster.





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