

EMERGENCY MANAGEMENT HANDBOOK FOR GOVERNMENT OFFICIALS



**Association of
Minnesota Emergency Managers
(AMEM)**



This handbook has been prepared by the Professional Development Committee of the Association of Minnesota Emergency Managers (AMEM). Contacts for orders of copies of this handbook, as well as comments or suggestions on its' content, may be found on the AMEM website at www.amemminnesota.org.

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MESSAGE FROM THE ASSOCIATION OF MINNESOTA EMERGENCY MANAGERS

The “Emergency Management Handbook for Government Officials” is published by the Association of Minnesota Emergency Managers (AMEM) to provide government officials with a quick reference guide to better understand the emergency management system. It is intended to provide officials with a ready resource for use during an actual emergency or disaster.

This handbook provides a general overview of emergency management to augment understanding of a jurisdiction’s more comprehensive Emergency Operations Plan (EOP) and local response procedures.

Government officials are encouraged to familiarize themselves with their Emergency Operations Plan and local procedures, and look to the local emergency management office for assistance in further understanding and executing their emergency management responsibilities.

We hope this handbook will serve to foster the mutual mission we share in preventing, preparing for, responding to, recovering from, and mitigating against unforeseen disasters and incidents. In so doing, we seek to optimize a principal function of government; that of providing the greatest protection possible to both life and property in the face of an emergency or disaster.

Association of Minnesota Emergency Managers (AMEM)

The Association of Minnesota Emergency Managers (AMEM) has served Minnesotans since 1955. As a non-profit organization, AMEM is dedicated to advocating for disaster preparedness at all levels throughout Minnesota. This is accomplished through education and professional development of local emergency managers, education of local and state officials about disaster preparedness, and public education on personal preparedness. AMEM's core membership are county and city emergency managers, but also includes other emergency response personnel from local and state agencies, as well as private and non-profit organizations. AMEM's membership is comprised of over 500 emergency response planners throughout the state of Minnesota.

Our Mission

AMEM is an Association of professional emergency managers dedicated to advocating and advancing effective emergency management capabilities and practices statewide.

Our Vision

One voice advancing individual, family
and community preparedness.

Our Motto

“Leading Minnesota Readiness”

www.amemminnesota.org

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*Emergency Management
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Section 1

Comprehensive Emergency Management

Comprehensive emergency management can be defined as the preparation for and the carrying out of all emergency functions necessary to prevent, prepare for, respond to, recover from, and mitigate emergencies and disasters caused by all natural, technological, or human-caused hazards. Its' overarching goals are to save lives, prevent injuries, protect property, and protect the environment.

Comprehensive emergency management consists of four related components: **all hazards, all phases, all impacts, and all stakeholders.**

All Hazards

All hazards within a jurisdiction must be considered as part of a thorough risk assessment and prioritized on the basis of impact and likelihood of occurrence. Treating all hazards the same in terms of planning resource allocation ultimately leads to failure. There are similarities in how one reacts to all disasters. These event-specific actions form the basis for most emergency plans. However, there are also distinct differences between disaster agents that must be addressed in agent or hazard specific plans and these can only be identified through the risk assessment process.

All Phases

The Comprehensive Emergency Management Model on which modern emergency management is based defines **five phases of emergency management: prevention, preparedness, response, recovery, and mitigation**

Prevention consists of actions taken to identify, deter or stop an incident from occurring. Such action may include heightened inspections, improved surveillance and security operations, investigations to determine the full nature and source of the threat, public health surveillance and testing, immunizations, isolation or

quarantine, and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity.

Preparedness is focused on the development of plans and capabilities for effective disaster response.

Response is the immediate reaction to a disaster. It may occur as the disaster is anticipated, as well as soon after it begins.

Recovery includes those capabilities necessary to assist communities affected by an incident in recovering effectively. It is focused on a timely restoration, strengthening, and revitalization of the infrastructure; housing; a sustainable economy; and the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

Mitigation consists of those activities designed to prevent or reduce losses from disaster. It is usually considered the initial phases of emergency management, although it may be a component of other phases.

Detailed planning and execution is required for each phase. Further, phases often overlap as there is often no clearly defined boundary where one phase ends and another begins. Successful emergency management coordinates activities in all four phases.

All Impacts

Emergencies and disasters cut across a broad spectrum in terms of impact on infrastructure, human services, and the economy. Just as all hazards need to be considered in developing plans and protocols, all impacts or predictable consequences relating to those hazards must also be analyzed and addressed.

All Stakeholders

This component is closely related to the emergency management principles of coordination and collaboration. Effective emergency

management requires close working relationships among all levels of government, the private sector, and the general public.

Section 2

Identified Hazards in the State of Minnesota

The following is a list of identified potential hazards in the state of Minnesota. These hazards are used as part of the hazard mitigation planning process to develop vulnerability analyses, and to develop plans and guidelines at the state, county, and local levels of government.

Natural Hazards

- **Flooding**
- **Wildfire**
- **Windstorms**
- **Tornadoes**
- **Hail**
- **Lightning**
- **Coastal Erosion**
- **Severe Winter Storms**
- **Landslide**
- **Sinkholes & Land Subsidence**
- **Earthquakes**
- **Drought**

➤ **Extreme Temperatures**

➤ **Dam Failure**

Other Hazards

➤ **Water Supply Contamination**

➤ **Fire (Structural)**

➤ **Hazardous Materials**

➤ **Nuclear Accidents (uncontrolled releases of radioactive materials)**

➤ **Infectious Diseases**

➤ **Infrastructure Failure**

*These hazards were taken from the 2011 Minnesota All-Hazards Mitigation Plan.

Section 3

The National Incident Management System (NIMS)

The National Incident Management System (NIMS) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life property and harm to the environment.

Five major components make up this systems approach: Preparedness, Communications and Information Management, Resource Management, Command and Management, and Ongoing Management and Maintenance.

- ***Preparedness:*** Effective emergency management and incident response activities begin with a host of preparedness activities conducted on an ongoing basis, in advance of potential incident. Preparedness involves an integrated combination of assessment; planning; procedures and protocols; training and exercises; personnel qualifications, licensure, and certification; equipment certification; and evaluation and revision.
- ***Communications and Information Management:*** Emergency management and incident response activities rely on communications and information systems that provide a common operating picture to all command and coordination sites. NIMS describes the requirements necessary for a standardized framework for communications and emphasizes the need for a common operating picture. This component is based on the concepts of interoperability, reliability, scalability, and portability, as well as the resiliency and redundancy of communications and information systems.

- ***Resource Management:*** Resources (such as personnel, equipment, or supplies) are needed to support critical incident objectives. The flow of resources must be fluid and adaptable to the requirements of the incident. NIMS defines standardized mechanisms and establishes the resource management process to identify requirements, order and acquire, mobilize, track and report, recover and demobilize, reimburse, and inventory resources.
- ***Command & Management:*** The Command and Management component of NIMS is designed to enable effective and efficient incident management and coordination by providing a flexible, standardized incident management structure. The structure is based on three key organizational constructs: the Incident Command System, Multiagency Coordination Systems, and Public Information.
- ***Ongoing Management and Maintenance:*** Within the auspices of Ongoing Management and Maintenance, there are two components: the NIC (National Integration Center) and Supporting Technologies.

Section 4

Incident Command System (ICS):

The Incident Command System (ICS) is a standardized, on-scene, all-hazards incident management approach that:

- Allows for the integration of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.
- Enables a coordinated response among various jurisdictions and functional agencies, both public and private.
- Establishes common processes for planning and managing resources.

ICS is flexible and can be used for incidents of any type, scope, and complexity. ICS allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents.

ICS is used by all levels of government - federal, state, tribal, and local—as well as by many nongovernmental organizations and the private sector. ICS is also applicable across disciplines. It is typically structured to facilitate activities in five major functional areas: Command, Operations, Planning, Logistics, and Finance and Administration. All of the functional areas may or may not be used based on the incident needs.

ICS FUNCTIONS

Command Staff

The Command Staff is assigned to carry out staff functions needed to support the Incident Commander. These functions include interagency liaison, incident safety, and public information.

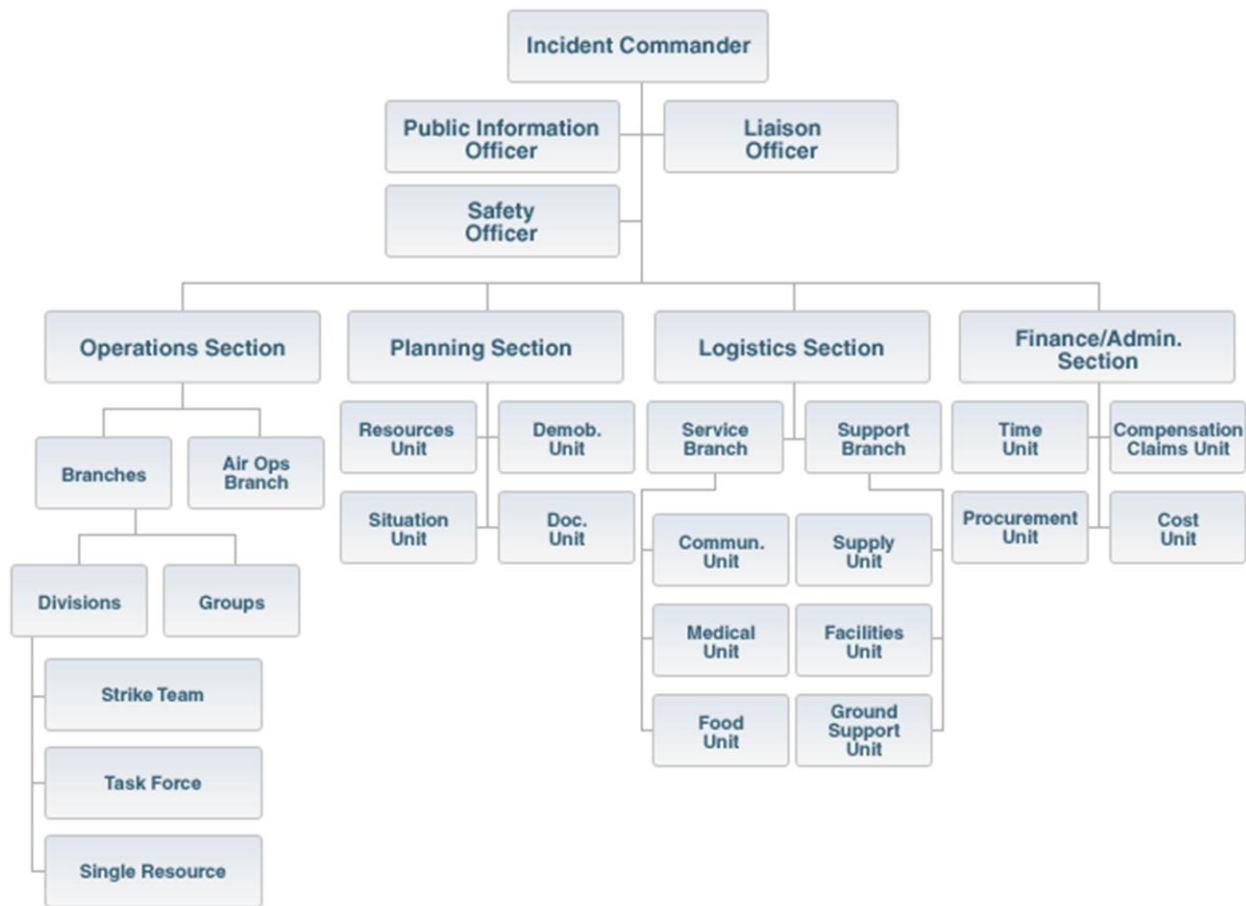
Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions may include the Public Information Officer, Safety Officer, and Liaison Officer, in addition to various others, as required and assigned by the Incident Commander.

General Staff

The General Staff represents and is responsible for the functional aspects of the incident command structure. The General Staff typically consists of the Operations, Planning, Logistics, and Finance and Administration Sections.

General guidelines related to General Staff positions include the following:

- Only one person will be designated to lead each General Staff position.
- General Staff positions may be filled by qualified persons from any agency or jurisdiction.
- Members of the General Staff report directly to the Incident Commander. If a General Staff position is not activated, the Incident Commander will have responsibility for that functional activity.
- Deputy positions may be established for each of the General Staff positions. Deputies are individuals fully qualified to fill the primary positions. Deputies can be designated from other jurisdictions or agencies, as appropriate. This is a good way to bring about greater interagency coordination.
- General Staff members may exchange information with any person within the organization. Direction takes place through the chain of command.
- General Staff positions should not be combined. For example, rather than establish a “Planning and Logistics Section,” it is better to initially create the two separate functions, and if necessary for a short time place one person in charge of both. That way, the transfer of responsibility can be made easier.



Section 5

Emergency Operations Center (EOC)

An Emergency Operations Center (EOC) is a central location that enables government to coordinate policy decisions, manage resources, and respond to disasters and emergencies beyond the scope of an on-scene incident commander/command post. *(Note: Emergency planning should also include the designation of an Alternate EOC should the primary facility become unavailable).*

Overview

The purpose of an EOC is to facilitate management of an emergency or disaster, assist those who need help, reduce the devastating consequences, and help the community get back to normal by starting the recovery process as soon as possible.

The EOC should be located away from vulnerable high-risk areas in the community. It should, however, be accessible to local officials who will use it. A convenient secure location will:

- ✓ Provide a single, recognizable focal point for emergency or disaster management;
- ✓ Allow emergency organizations to respond as a team;
- ✓ Permit a faster response and recovery than a fragmented approach would provide.

EOC Functions

The EOC has five primary functions:

1. Direction and Control
2. Information Collection, Evaluation, and Display
3. Coordination
4. Priority Establishment
5. Resource Management

When to Activate the EOC

Emergency Operations Centers should be activated when:

- Outside resources are needed to accomplish the work being done on-scene.
- The incident requires multiple agencies to be involved beyond those that usually work together.
- The incident covers a large geographical area and/or involves multiple locations/jurisdictions.

EOC Staffing

The needs of the incident will always dictate the level of staffing in the EOC. The following personnel and departments/agencies should be considered during an EOC activation (this list is by no means inclusive, and could change depending on the emergency):

Assessor

Auditor

Chief Elected Official

**City Manager / County
Administrator**

Communications

Emergency Manager

Emergency Medical Services

Engineer

Environment Management

Fire

Health Care Facilities

Human Services

Information Technology (IT)

Law Enforcement

Legal Advisor

Medical Examiner / Coroner

Private Partners

Public Health

Public Information Officer

Public Works

Utility Representatives

Volunteer Organizations

Section 6

Emergency Operations Plan (EOP)

A jurisdiction's Emergency Operations Plan (EOP) is a document that:

- ✓ Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency;
- ✓ Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated;
- ✓ Describes how people and animals (including unaccompanied minors, individuals with disabilities, others with access and functional needs, and individuals with limited English proficiency) and property are protected;
- ✓ Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction or by agreement with other jurisdictions;
- ✓ Reconciles requirements with other jurisdictions.

An EOP is flexible enough for use in all emergencies. A completed EOP describes: the purpose of the plan; the situation; assumptions; Continuity of Operations, organization and assignment of responsibilities; administration and logistics, plan development and maintenance; and authorities and references.

There are a variety of formats that a jurisdiction could use when developing an EOP, including a Functional format, an Emergency Support Function (ESF) format, and an Agency/Department-focused format. None of these formats are mandatory to achieve compliance; however, they should be modified to fit the jurisdiction's management strategy, policy, resources, and capabilities.

Traditional Functional Format

The traditional functional format is probably the most commonly used EOP format. This format has three major sections: the basic plan, functional annexes, and hazard-specific annexes.

Emergency Support Function (ESF) Format

The ESF format is the plan structure used in the National Response Framework. Many state-level EOPs use this format. It begins with a basic plan, includes unique annexes that support the whole plan, provides individual ESF annexes, and attaches separate support or incident annexes.

Agency/Department –Focused Format

The Agency/Department-focused format addresses each department or agency's tasks in a separate section. In addition to the basic plan, this format includes lead and support agency sections and hazard-specific procedures for the individual agencies.

For more information on EOP formats, consult FEMA's Comprehensive Planning Guide (CPG) 101.

The following are functional areas of response to a disaster or emergency, and associated departments and agencies typically responsible for such response, that should be part of a local emergency operations plan (EOP):

Section 7

Potential Response Resources

The following is a list of resources that may be considered for use during an emergency or disaster. This list is not all-inclusive and local resource manuals should be consulted for locally available resources.

Emergency Services

- Fire
- Police
- Emergency Medical Services
- Emergency Management
- Public Works
- Public Utilities

Medical

- Hospitals
- Clinics
- Doctors
- Dentists
- Nursing Homes
- Medical Examiner/Coroner
- Veterinarians
- Medical Associations
- Morticians

Assembly Areas

- Parks
- Shopping Centers
- Schools
- Churches
- Government Buildings
- Warehouses
- Community Centers

Transportation

- Buses
- Trucks
- Vans
- 4-Wheel Drive Vehicles
- Tractor Trailers
- Taxicabs
- Power Boats
- Airplanes
- Snowmobiles
- Swamp Buggies
- Helicopters

Supplies

- Food
- Clothing
- Sand

Communications

- Cellular Phones
- Pagers

Media

- Newspapers
- Radio Stations
- Television Stations
- News Services
- Social Media Sites

Individuals

- Clergy
- Local Officials
- Doctors
- Dentists
- Nurses
- Pilots
- Morticians
- Amateur Radio Operators
- Building Contractors

Equipment

- Farm Tractors
- Construction Equipment
- Excavation Equipment
- Chain Saws
- Portable Power Plants
- Oxygen Tanks

Service Agencies

- Red Cross
- Salvation Army

Community Groups

- PTA
- Chamber of Commerce
- American Legion
- VFW
- Churches
- Senior Citizen Groups
- Volunteer Agencies
- Community Service Organizations
- Citizen Corps

Section 8

Director of Emergency Management Functions and Responsibilities

Minnesota State Statutes (Chapter 12) requires political jurisdictions (counties, cities, and tribal jurisdictions) to appoint a Director of Emergency Management. The following are examples of this position's functions and responsibilities:

- Develops and maintains the jurisdiction's Emergency Operations Plan and consistently tests this plan through scheduled exercises.
- Develops and implements a public warning system.
- Coordinates jurisdictional response to emergencies/disasters, to include coordinating emergency services and communications facilities.
- Assists other governmental units within the jurisdiction in developing organizational plans and training programs.
- Develops standards and procedures for the Emergency Operations Center (EOC) and manages EOC operations.
- Maintains inventory and utilization record of emergency equipment secured through emergency management sources.
- Prepares and presents the emergency management budget to the appointing authority.
- Maintains liaison with jurisdiction and state regional offices.
- Provides direction for staff and volunteer training initiatives, and assists local jurisdictions with development of their training program.

- Evaluates staff performance and recommends personnel adjustments.
- Prepares informational material for dissemination to the public.
- Meets with interested groups to explain the emergency management program and enlist their support and cooperation.

Section 9

Elected Officials Functions and Responsibilities

A local emergency or disaster is a stern test of a political jurisdiction's leadership. Elected officials, whether they be governor, county commissioner, county administrator, city mayor, city councilmember, city manager, or tribal chairperson, bear direct and ultimate responsibility for how well their jurisdiction responds to and recovers from an emergency or disaster. Emergency Management is the essence of that part of government's charter "*to maintain law and order and provide for the protection of lives and property.*" The Comprehensive Emergency Management System and local emergency management offices and resources provide chief elected officials with the basis for undertaking their responsibilities in this area. The degree to which officials participate in and support these efforts will in large measure reflect the outcome of a jurisdiction's response to emergencies.

Be Informed

- Be familiar with local Emergency Operations Plan (EOP) and procedures.
- Receive initial assessment and updates concerning incident type, magnitude, injuries/death, property damage, environmental damage, and economic impact.
- Receive on-going status briefings from the incident command site, internal/external resources committed, internal and external resources required, and coordination with other officials and jurisdictions and the media.

Exercise Leadership

- During an emergency/disaster, exercise leadership and policy decision-making over the emergency response organization. ***Remember that your role is policy-making, not operational.***
- Maintain a personal log of all key information, factors weighed, and decisions reached.

- Direct staff to assess and report problems, resource shortfalls, policy needs and options.
- Chair assessment meetings.

Key questions to ask: Who is in charge? Where? Of what? Has there been proper vesting of authority? Is the continuity of government assured? What is the status of intergovernmental coordination? Availability of support from utilities, state agencies, private organizations? What options are open to deal with shortfalls? What financial issues are surfacing? What conditions/parameters should be followed in contacting outside public officials? Is there a need to place other personnel on alert? What is the status of EOC – should it be opened/closed/relocated?

- Issue emergency declarations as needed.
- Ensure staff maintain logs of actions taken and financial commitments made.
- Maintain liaison with other elected officials.

Take Care of Personal Requirements

- Develop and implement personal and family preparedness plan.
- Tell family members of your destination and contact numbers.
- Take medications, toiletries, and clothes as warranted by initial notification.
- Take list of peers to contact for advice.

Establish Legal Contacts

- Contact legal advisors and establish communications links.
- Review legal responsibilities and authorities (emergency declarations, chain of succession, inter-governmental aid, social controls, price controls, and other restrictions).
- Monitor equity of service based on needs and risks.
- Review status of contracts with suppliers of emergency goods or services, as necessary.

Maintain Political Awareness

- Recognize personal accountability for actions and decisions during an emergency.
- Check provisions for other public officials (periodic updates; staff updates on politically sensitive issues such as life and property losses, service interruptions, etc.).
- Establish and evaluate policy decisions throughout incident.
- Confer with other elected officials when difficult issues arise.
- Use elected officials to request assistance from public and private organizations if normal channels are not “responsive”.

Keep the Public Informed

- Check plans to inform the public through the media.
- Ensure designation of a single public information officer (avoids conflicts in official statements).
- Ensure establishment of a media center, if needed.
- Channel all releases through the EOC first to ensure staff coordination and approval.
- Ensure establishment of news media updates and access policy, as needed.

Section 10

Continuity of Operations (COOP)

It is the function of government to provide law enforcement, elected representation of the public, leadership, public services, and by extension, to provide for the protection of life and property. Government provides such vital programs and services as social services, public health, school systems, and public works. To carry out these responsibilities it has extensive resources, including people, equipment, facilities and supplies. These resources may be vulnerable to a number of hazards or threats that could impair its ability to carry out its responsibilities.

Continuity of Operations, as defined in the National Security Presidential Directive-51/Homeland Security Presidential Directive-20 (NSPD-51/HSPD-20) and the National Continuity Policy Implementation Plan (NCPIP), is an effort within individual executive departments and agencies to ensure that essential functions continue to be performed during a wide range of emergencies, including localized acts of nature, accidents and technological or attack-related emergencies.

Elements of Viable Continuity of Operations

Essential Functions – a subset of government and other organizational functions that are determined to be critical activities used to identify supporting tasks and resources that must be included in the agency's and organization's continuity planning process.

Orders of Succession – essential part of an agency's and organization's continuity plan to ensure that agency and organizational personnel know who assumes the authority and responsibility of the agency's and organization's leadership if that leadership is incapacitated or becomes otherwise unavailable during a continuity situation.

Delegations of Authority – establish who has the right to make key decisions during a continuity situation.

Continuity Facilities – alternate facilities from which an agency and organization can perform its Essential Functions in a threat-free environment.

Continuity Communications – the availability and redundancy of critical communications systems to support connectivity to internal and external organizations, customers, and the public is vital to the success of agency and organization operations.

Vital Records Management – the identification, protection and ready availability of electronic and hard copy documents, references, records, information systems, data management software and equipment needed to support essential functions during a continuity situation.

Human Capital – provides guidance to emergency employees and other special categories of employees who are activated by an agency and organization to perform assigned response duties during a continuity event.

Tests, Training, and Exercises (TT&E) – Provisions made for the identification, training, and preparedness of personnel capable of relocating to alternate facilities to support the continuation of the performance of essential functions.

Devolution of Control and Direction – capability to transfer statutory authority and responsibility for essential functions from an agency's and organization's primary operating staff and facilities to other agency and organization employees and facilities, and to sustain that operational capability for an extended period.

Reconstitution – the process by which surviving and/or replacement agency and organizational personnel resume normal agency operations from the original or replacement primary operating facility.

Section 11

Requesting State Assistance

When a jurisdiction is confronted with an emergency/disaster situation, it is recognized that it will respond with resources under its control and through any mutual aid agreements with surrounding jurisdictions. In addition, certain state and federal agencies, along with private relief agencies, are available to provide disaster recovery assistance.

Minnesota Duty Officer

Local government officials should notify the Minnesota Duty Officer in the case of hazardous materials accidents, radiological incidents, requests for National Guard or Civil Air Patrol assistance, natural disasters, or other major emergencies or disasters within their jurisdiction. The primary purpose of the Duty Officer system is to ensure the proper receipt and dissemination of emergency notifications to state and local government agencies by providing a single number for both private and public institutions to call. Additionally, the Duty Officer serves as a source of information and/or as a facilitator for obtaining many state resources. ***The Duty Officer may be contacted 24 hours a day, seven days a week, by calling 1-800-422-0798 (greater Minnesota) or (651) 649-5451.***

Minnesota National Guard

Military assistance from the Minnesota National Guard (Department of Military Affairs) may be requested when an emergency/disaster occurs which is beyond the capability of local government. The primary purpose of activating the Guard is to ensure the preservation of life and property and to support civil law enforcement agencies. Normally, military personnel are requested to furnish support for a specific task, such as supplemental law enforcement or use of a specific piece of military equipment. ***Only the governor, as Commander-in-Chief of the Minnesota National Guard, has the authority to activate the Guard. All requests must be made by the county sheriff, except for cities of the first class (population 100,000 or more), in which case the mayor may submit the request.*** Requests will be made by contacting

the Minnesota Duty Officer, who will in turn contact the appropriate state officials in order to expedite any such requests. All requests must be followed up in writing.

Minnesota Voluntary Organizations Active in Disaster (MNVOAD)

There are many volunteer organizations in Minnesota who are available to provide disaster response and recovery. MNVOAD was formed to ensure an effective and efficient response by these organizations to any disaster situation. Organizations include the American Red Cross, NECHAMA, Minnesota Disaster Relief., Salvation Army, Minnesota Animal Disaster Coalition, Minnesota Search and American Radio Relay League, and various faith-based organizations. MNVOAD services, beyond those available at the local level, are activated through the Minnesota Duty Officer.

Additional State Assistance Programs

Although state government is not a major provider of disaster recovery assistance, it does offer a few specialized programs for local governments and individuals. Specific requirements and procedures for utilizing these programs can be determined through the local office of emergency management.

Tax Relief for Damaged or Destroyed Properties

As provided for in Minnesota Statutes Chapter 273.1231, the purpose of the Tax Relief for Destroyed Property Program is to permit a reduction in the property tax of homeowners whose homestead property have been damaged as the result of a disaster, and 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 tax relief a city or county must petition the State Executive Council for approval. The Minnesota Department of

Revenue will make this request on behalf of the petitioner. There are specific requirements which must be met in order for a jurisdiction to request relief. If considering forwarding a request for relief, please contact the Minnesota Department of Revenue.

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:

- Presidential Declaration of a Major Disaster;
- Secretary of Agriculture Disaster designation;
- Small Business Administration disaster declaration;
- City or county declaration of a state of emergency.

The types of damage which potentially qualify for tax relief 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:

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

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

- The home (whether it be a farm house, town home, condominium, mobile home, or single-family home) must be the owner's homestead.
- The property must have been damaged in the event that resulted in the disaster declaration/designation.

- The property must be located in a jurisdiction that has received approval from the State Executive Council to grant the disaster credit.

Calamity Act

The Calamity Act (M.S. Chapter 9.061) was enacted to provide limited state financial assistance to local governments that have experienced a disaster. The Act defines a disaster as an event which represents an on-going threat to life and property and which exceeds the financial resources of the local government. It should be noted that while the Calamity Act is still part of state statute, it has not been funded for several years and may not be able to be invoked for that reason.

Disaster Assistance for the Repair Of State-Aid roads and Streets

As provided by Minnesota Statutes Chapter 161 and 162, a disaster aid program has been developed by the Department of Transportation to provide assistance to local government for making repairs to state-aid roads and streets. The assistance would come in the form of additional funding for disaster damaged state-aid roads and streets. The only firm criteria for qualifying for this assistance is that the estimated damage must exceed 10 percent of the current annual state-aid allotment of the county/city.

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, Minnesota Housing 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 loan.

Minnesota Housing, in concert with other members of the Minnesota Disaster Housing Task Force, will conduct housing assessments in and around the disaster area to determine the need and availability of temporary housing, such as vacant apartments and other housing units.

Statewide Mutual Aid

Minnesota Statutes (Chapter 12, section 12.331, Local Assistance between Political Subdivision, effective March 29, 1998), provides that a political subdivision may request the assistance of another subdivision when the public interest requires it because of an emergency. The main points of this section of Chapter 12 are:

- Unless there is a written agreement between the political subdivisions establishing rules for conducting activities, the legislation shall apply.
- Workers' Compensation coverage shall remain with the sending political subdivision.
- Tort Liability shall remain with the receiving political subdivision.
- The sending political subdivision shall be responsible for any damages to its equipment.
- The receiving political subdivision shall reimburse the sending political subdivision for the supplies used and the compensation paid to officers and members of forces furnished. A claim is not allowed unless filed within 90 days after loss.

The Emergency Management Assistance Compact (EMAC)

The state of Minnesota is a member of the Emergency Management Assistance Compact (EMAC), a national disaster relief compact between the states which offers a responsive system for states to send personnel and equipment to help disaster relief efforts in other states. Once conditions for providing assistance to a requesting state have been established, the terms constitute a legally binding contractual agreement

that make affected states responsible for reimbursement. In addition, personnel resources deployed through the state EMAC to another state are protected under workers compensation and liability provisions of the compact.

EMAC is the first national disaster relief compact since the Civil Defense and Disaster Compact of 1950 to be ratified by Congress. Since ratification and signing into law in 1996 (Public Law 104-321), 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands have enacted legislation to become EMAC members.

Section 12

Requesting Federal Assistance

When major disasters occur, the federal government serves as a provider of disaster recovery assistance to both public agencies and private citizens. The majority of this assistance is provided through P.L. 93-288, “*The Robert T. Stafford Disaster Relief and Emergency Assistance Act*”, more commonly referred to as “*The Stafford Act*”. **It is implemented by the Federal Emergency Management Agency (FEMA), and only after the president of the United States declares a major disaster or an emergency for the affected area.** This is only done when the disaster is of such magnitude that it is clearly beyond the state and local governments’ ability to recover.

Three major disaster federal assistance programs may be made available as the result of a presidential declaration of a major disaster:

- **Public Assistance** (financial assistance to state and local governments, school districts, tribal governments, and certain private non-profit organizations to recover costs for performing emergency actions to save lives and protect property; and to rebuild, repair, or restore damages to public property).
- **Hazard Mitigation** (reduction or elimination of disaster-related risks).
- **Individual Assistance** (financial assistance and services to individual disaster victims to help them recover their losses).

Individual Assistance Program

Because of the wide diversity of needs brought on by a disaster, state and federal agencies have established various services, or forms of financial aid, to assist disaster victims.

Individuals and Households Program (IHP): The IHP has two types of assistance, Housing Assistance (HA) and Other Needs

Assistance (ONA). Housing Assistance provides grants to pay for rent, minor repairs to make a home habitable, or replacement of a home up to a capped amount. It can also provide direct assistance in the form of travel trailers or mobile homes for families whose homes are uninhabitable. Other Needs Assistance provides grant assistance for personal property losses, disaster related medical, dental, and funeral expenses, transportation, and other serious needs that are not met by insurance or disaster loans.

Small Business Administration Disaster Loan Program:

Provides low interest loans to individuals and businesses for repair, rehabilitation or replacement of damaged real and personal property not covered by insurance. For businesses, it may also provide loans for economic injury losses.

Other Programs and Services Which May Be Offered:

- Food coupons.
- Disaster unemployment assistance and job placement assistance for those unemployed as a result of the disaster.
- Advice on legal, consumer, insurance, and tax issues.
- Crisis counseling and referrals to appropriate mental health agencies, to relieve disaster-caused mental health problems.
- Social security assistance (such as death or disability benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration).

Additional Federal Emergency Declarations

Emergency Declaration: An emergency declaration is requested when the following two conditions exist: (1) State and local government, along with private relief agencies have expended all of their resources in response to the emergency situation; and (2) there is a specific or unique need that the federal government can meet which is necessary to save lives, protect property, public health and safety, or to reduce the threat of a more severe disaster.

Fire Management Assistance Grant: FEMA can provide fire management assistance to state agencies, local governments, and 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 are used in making the decision to make a fire management assistance declaration:

- Threat to lives and improved property, including threats to critical facilities/infrastructure and critical watershed areas;
- Availability of state and local firefighting resources;
- High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Rating System; and
- 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 Administrator), emergency work (police barricading, traffic control, extraordinary EOC expenses, arson investigations etc.), temporary repair of damage caused by firefighting activities, mobilization and demobilization, and fires on co-mingled federal/state lands.

In January of each year, FEMA provides HSEM with the new thresholds and the state and FEMA enter into an agreement for the Fire Management Assistance Grant. This agreement is completed each calendar year, with the exception of the exhibits, and retained on file in FEMA Region V and in the state. In the event of a request for a Fire Management Assistance Grant, exhibits to the FEMA-State Agreement are completed and provided to FEMA.

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.

For more information on the Fire Management Assistance Grant Program, please contact the HSEM Public Assistance Program at 651-201-7400.

Small Business Administration (SBA) Declaration: The SBA may make their own declaration to assist businesses, homeowners, and renters in a county that would not be eligible for FEMA's Individual Assistance programs. After the SBA verifies the data, the jurisdiction may be declared. When a county is declared by the SBA, all contiguous counties are included in the declaration.

Agricultural Disaster Declaration: The U.S. Department of Agriculture can provide a variety of assistance to farmers adversely affected by natural disaster. The assistance most commonly provided is the low-interest loan program made available through the Farm Service Agency (FSA). County Emergency Boards, convened by the FSA Agent, provide the damage assessment necessary for the Governor's request for a declaration by the Secretary of Agriculture.

Section 13

Emergency Declarations and Powers

Authority and powers relating to the local declaration of an emergency are provided by Minnesota Statutes, Chapter 12 (Division of Homeland Security and Emergency Management), and by local (city, county, and tribal) emergency management ordinances and resolutions.

State Declaration of Emergency

In the event of enemy attack or major disaster from enemy sabotage or other hostile action, the Governor may declare a civil defense emergency for a period of 30 days with powers and duties conferred by section 12.31 to 12.37, Minnesota Statutes.

In the event of a peacetime emergency, the Governor may declare an emergency for a period of not more than five days (unless extended by resolution of the executive council up to 30 days), only when an act of nature, industrial accident or hazardous materials accident endangers life and property and local government resources are inadequate to handle the situation.

Local Declaration of Emergency

A local emergency may be declared only by the Mayor of a municipality, Tribal Chairperson, or the Chair of a County Board or their legal successors, and shall not be continued for a period in excess of three days except by or with the consent of the governing board of the political subdivision (Minnesota Statutes Chapter 12, Section 12.29). Examples of both an initial declaration and full City, Tribe, or County Board resolution declaring a state of emergency are included in this section.

Powers and Duties

Under Emergency Declaration

- Activates the state or local Emergency Operations Plan (EOP) (Section 12.29)
- Authorizes aid and assistance (Section 12.29).
- When necessary to save life and property, may (1) require any person, except members of federal or state military forces and officers of the state or political subdivision, to perform services for civil defense purposes, and (2) commandeer, during a civil defense emergency, any motor vehicles, tools, appliances or any other personal property, with prompt, just compensation for the use thereof and all damages done to the property while so used for civil defense purposes (Section 12.34).
- Empowers state/local government to enter into contracts and incur obligations necessary to combat the disaster/emergency by protecting the health and safety of persons and property, and providing emergency assistance to the victims of such disaster/emergency (authorizes such powers without compliance with time-consuming procedures and formalities prescribed by law pertaining to the performance of public work, entering into contracts, incurring obligations, employment of temporary workers, rental of equipment, purchase of supplies and materials, limitations upon tax levies, and that appropriation and expenditure of public funds (Section 12.37).

Local Declaration of a State of Emergency (Example)

**(For use by City Mayor, County Board Chairperson, or Tribal
Chairperson when issuing an initial Declaration of a State of
Emergency)**

WHEREAS the (city) (county) (tribal government) of _____, Minnesota, has sustained severe losses of a major proportion, brought on by _____ (description of emergency) _____ on the date of _____.

WHEREAS (name of city/county/tribal government) is a public entity within the State Minnesota.

WHEREAS the following conditions exist in (name of city/county/tribal government) as a result of the disaster. (Describe the conditions as they exist as a result of the disaster).

NOW, THEREFORE, BE IT RESOLVED, that the (city mayor) (county board chairperson) (tribal chairperson) of (name of city/county/tribal government), acting on behalf of and for the people of (name of city/county/tribal government), declare(s) that a state of emergency exists within (name of city/county/tribal government), with all the powers and responsibilities attending thereto as provided by Chapter 12, Minnesota Statutes, and (name of city/county/tribal government) (resolution) (ordinance), titled _____, dated _____.

Resolution Declaring a State of Emergency

(Example)

(For use by a City Council, Tribal Government, or County Board when extending a State of Emergency beyond the three day period authorized for initial declaration by a City Mayor, Tribal Chairperson or County Board Chairperson)

WHEREAS the (event) of (date) impacted the population of _____ County, its cities, and Tribal Governments; and

WHEREAS the _____ event 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 (type event) of (date) ;

NOW, THEREFORE, BE IT RESOLVED, that the _____ County Board of Commissioners declares _____ County in a STATE OF EMERGENCY for conditions resulting from the (type 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 a Presidential Declaration of a Major Disaster (Example)

*(For use by a County Board or Tribal Government in requesting a
Presidential Declaration of a Major Disaster in order to apply for
federal disaster assistance)*

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

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

WHEREAS substantial damage has been sustained to *(choose 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
Commissioners, or Tribal Government for and on behalf of the citizens
of _____ County/ Tribe, 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 or Tribal 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/Tribe

ATTEST:

County/Tribal Administrator / Auditor

Section 14

Training and Certification

State Training Programs. Training and activities offered by the Minnesota Division of Homeland Security and Emergency Management (HSEM) are electronically published and available on the HSEM web site at <https://dps.mn.gov/divisions/hsem>. These training offerings and activities are FEMA and state-developed training courses. Course titles, descriptions, dates, locations, objectives and other information are included in the HSEM Training and Registration Tracking (TRT) system, which is updated as new courses are added.

HSEM offers a comprehensive **Emergency Management Professional Certification Program**. Its' goal is to provide emergency managers with the necessary knowledge and skills to help them perform their jobs in a professional, effective and successful manner in order to save the lives and protect the property of the citizens of Minnesota. The requirements to be recognized as a "Certified Emergency Manager" in the State of Minnesota are published and available on the HSEM website.

The Emergency Management Certification curriculum is provided through a combination of FEMA online courses and capstone group training courses and workshops. Those students who have completed all of the required courses are recognized with a framed completion certificate and a HSEM pin twice each year at either the Governor's Homeland Security and Emergency Management conference or the Association of Minnesota Emergency Managers (AMEM) conference.

DHS FEMA Training Programs. Training is available through the FEMA Independent Study Program (www.training.fema.gov).

The National Training and Education Division (NTED), formerly known as Training and Exercise Integration/Training Operations (TEI/TO) serves the Nation's first responder community, offering more than 125 courses to help build critical skills that responders need to function effectively in mass consequences events. NTED primarily serves state, local, and tribal entities in 10 professional disciplines, but has expanded to serve private sector and citizens in recognition of their

significant role in domestic preparedness. To learn more about the various training courses offered, browse through the catalog and contact HSEM.Training@state.mn.us.

The Emergency Management Institute (EMI) is located in Emmitsburg, MD, and shares its campus with the National Fire Academy. The Emergency Management Institute serves as the national focal point for the development and delivery of emergency management training to enhance the capabilities of federal, state, local, and tribal government officials, volunteer organizations, and the public and private sectors to minimize the impacts of disasters.

The National Domestic Preparedness Consortium (NDPC) www.ndpc.us is the principal vehicle, through which DHS identifies, develops, tests, and delivers training to state and local emergency responders. The NDPC membership includes DHS's center for Domestic Preparedness (CDP) in Anniston, AL, the New Mexico Institute of Mining and Technology (NMIMT), Louisiana State University (LSU), Texas A&M University (TEEX), The Department of Energy's Nevada Test Site (NTS), Security and Emergency Response Training Center (SERTC), (Transportation Technological center Inc) Pueblo, Co.; and the National Disaster Preparedness Training Center (NDPTC) – University of Hawaii; each member brings a unique set of assets to the domestic preparedness program.

Training Conferences. MN HSEM sponsors the statewide Governor's Homeland Security and Emergency Management conference in the spring of each year, and AMEM sponsors a training conference in the fall of each year. Information about these training conferences and other special training opportunities can be obtained by visiting the HSEM website at <https://dps.mn.gov/divisions.hsem> or the AMEM website at www.ameminnesota.org.

Section 15

Tribal Governments

TERC: Tribal Emergency Response Committee or Commission is a unified command structure that Tribal Governments will use to respond to an incident that occurs on Tribal Lands. A TERC is made up of Tribal supervisory level employees typically from Administration, Public Works, DNR, Education, HHS, Public Safety, Gaming, Finance, Public Health and Public Information Officer (PIO) that has the authority to delegate staff or resources to an incident. The TERC member who has the most experience in dealing with the incident occurring on Tribal lands will lead the TERC in its response efforts in conjunction with fellow TERC member input and guidance.

Tribal Assistance Coordination Group (TAC-G)

The Tribal Assistance Coordination Group (TAC-G) is the name of the group of US Federal Government entities dedicated to cooperation and collaboration to strengthen comprehensive all hazards emergency management as it relates to the over 560 Federally recognized Tribal Nations. The TAC-G is also a Federal Incident Command Team for Tribal Governments and can assist a Tribal TERC with incident management if an incident goes beyond the TERC capabilities or on a long-term incident on Tribal lands.

Tribal Government EOC Staffing

Tribal Emergency Response Committee/Commission (TERC) Members

County Officials (if requested by TERC)

State Tribal Liaison Officials (if requested by TERC)

Federal Tribal Officials (if requested by TERC)

Section 16

Additional References

- Local (City/County/Tribal) Resolution/Ordinance on Emergency Management
- Local (State/City/County/Tribal) Emergency Operations Plan (EOP)
- Minnesota Emergency Management Director's Handbook (updated annually by the Minnesota Division of Homeland Security and Emergency Management)
- Minnesota State Statutes, Chapter 12, "Division of Emergency Management"
- Minnesota State Statutes 299K, Hazardous Chemical Emergency, Planning and Response

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