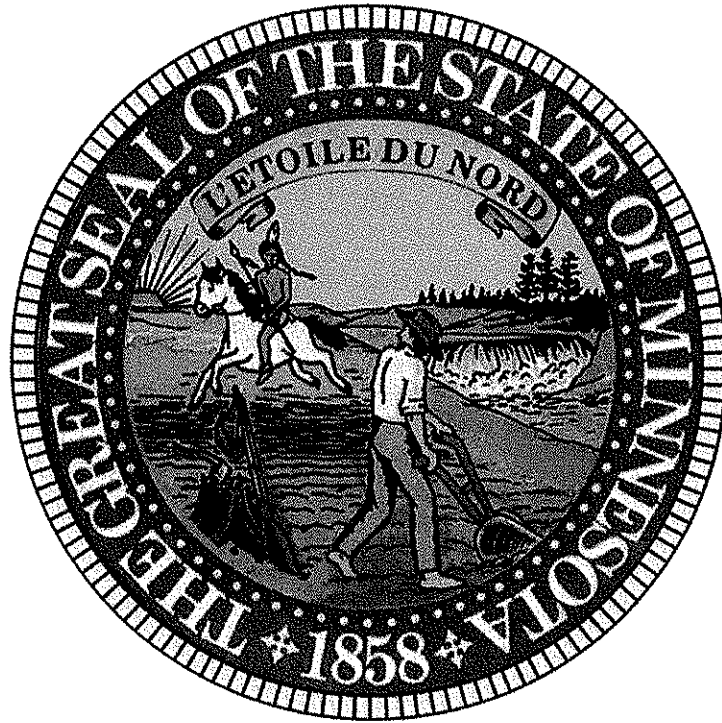


MINNESOTA DISASTER RECOVERY



A Collaborative Approach

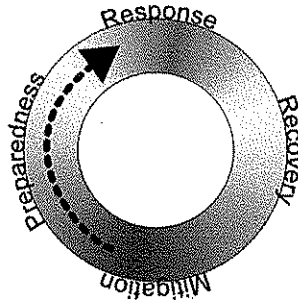
Department of Public Safety

Division of Homeland Security and Emergency Management



Overview of Emergency Management

Emergency Management Cycle



- Emergency management creates a framework within which communities reduce vulnerability to hazards and cope with disasters.
- Emergency management coordinates and integrates activities necessary to build, sustain and improve the capability to mitigate, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism or other human caused disasters.
- Emergency management is a “system of systems”.
- Homeland Security and Emergency Management (HSEM) is the state of Minnesota’s coordinating entity for all four phases of emergency management.
- HSEM is a division of the Department of Public Safety.
- During and following emergencies/disasters, the director of HSEM reports directly to the Governor and acts as his Authorized Representative.

Guiding Principles

- All disasters happen locally
- The local unit of government responds to the incident
- The state responds when it is beyond the local capability
- The federal government responds when it is beyond the state’s capability
- Individual and community recovery happens locally

Disaster Recovery

Definition

Disaster recovery is defined as actions taken to return the community to a new sense of normal following a disaster. Recovery begins with pre-disaster preparedness and includes a wide range of planning activities.

There are 3 “typical” areas when we think about recovery:

1. Individual and households
2. Community
3. Business continuity and resumption

A Continuum

The recovery process is a sequence of interdependent and concurrent activities. Recovery should be scalable, flexible and adaptable.

- Preparedness (Ongoing)
 - Planning
 - Capacity and resilience building
 - Partnership building
 - Developing protocols
- Short Term (Days)
 - Mass care/sheltering
 - Debris removal
 - Re-establish cash flow
 - Emotion/psychological treatment
 - Public health and health care provision
- Intermediate (weeks-months)
 - Interim housing
 - Infrastructure repair
 - Reestablishment of businesses
 - Continue providing health care and emotional support
- Long Term (months-years)
 - Permanent housing
 - Infrastructure for future community needs
 - Economic revitalization

Core Principles

- Individual and Family Empowerment
- Leadership and Local Primacy
- Pre-Disaster Recovery Planning
- Partnerships and Inclusiveness
- Public Information
- Unity of Effort
- Timeliness and Flexibility
- Resilience and Sustainability
- Psychological and Emotional Recovery

As with all preparedness activities, recovery planning must be a “whole community approach”. Everyone must have equal opportunity to participate in community recovery efforts regardless if they are a government or tribal entity, volunteer organization, faith-based organization, community organization or the private sector.

A successful recovery is about the ability of individuals and families to rebound from their losses in a manner that sustains their physical, emotional, social and economic well-being.

Successful recovery requires informed and coordinated leadership throughout all sectors of society. Partnerships and collaboration across groups are vital for ensuring all voices are heard.

Clear, consistent, culturally appropriate and frequent communication promotes successful outcomes. Clear messaging manages expectations throughout the recovery process so that stakeholders have a clear understanding of available assistance.

Timely and flexible recovery processes minimize loss of opportunities, decreases potential conflicts, and builds confidence and ownership.

A successful recovery process promotes practices to minimize a community’s future risk and strengthens its ability to withstand and recover from future disasters.

A recovery process must address the full range of psychological and emotional needs through the provision of support, counseling, screening and treatment when needed.

A successful recovery acknowledges the linkages between the recovery of individuals, families and communities.

National Disaster Recovery Framework

Recovery is a shared responsibility

In 2009, President Obama charged the U.S. Department of Homeland Security (DHS) and the U.S. Department of Housing and Urban Development (HUD) to establish a Long-Term Disaster Recovery Working Group. The Group was asked to develop operational guidance for recovery organizations, which resulted in the creation of the National Disaster Recovery Framework.

The National Disaster Recovery Framework is a guide to enable effective recovery support to local, state and tribal jurisdictions, particularly large scale or catastrophic incidents. It provides a flexible national structure on how to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community. It supports the Whole Community philosophy by embracing partnerships among governmental entities, the private sector, the non-profit sector and individuals and households.

The Federal Emergency Management Agency (FEMA) coordinates activities of federal agencies and the Recovery Support Functions, as outlined in the Framework. The six Recovery Support Functions are:

- Community Planning and Capacity Building
- Economic
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources

The Framework provides explanations of the Support Functions and examples of pre- and post-disaster activities as well as expected outcomes.

Minnesota Disaster Recovery Assistance

A Collaborative Approach

Disaster recovery in the state of Minnesota is based upon statute, executive order and policy. The roles, responsibilities and authorities for preparedness, response and recovery are outlined in Minnesota Statutes, Chapters 12 and 12A, Governor's Executive Order 11-03, *Assigning Emergency Responsibilities to State Agencies*, the Minnesota Emergency Operations Plan, and the Minnesota Disaster Recovery Assistance Framework.

The Division of Homeland Security and Emergency Management (HSEM) is the state agency responsible for:

- Coordinating a multiple state agency response to a disaster or emergency
- Acting as the Governor's Authorized Representative
- Facilitating long-term disaster recovery
- Administering the FEMA disaster assistance programs when made available following a Presidential Declaration
- Leading the Minnesota Recovers Task Force

HSEM developed the Minnesota Disaster Recovery Assistance Framework in conjunction with members of the Minnesota Recovers Task Force. The Framework is based on the premise that the top priorities during disaster recovery are:

- Public Health and Safety
- Protection of Property
- Restoration of the economic vitality of the disaster area

The Framework identifies the types of assistance available and the responsible state and federal agencies. Also identified are the principal voluntary organizations and private entities involved in disaster recovery.

Disaster Recovery Process

When the severity and magnitude of a disaster is beyond the state of Minnesota's capabilities, the Governor will request federal assistance from the President of the United States. Depending on the type of damages sustained, two types of assessments may be conducted. This includes assessments of homes and business and assessments of the public infrastructure.

If the President declares a major disaster, an array of federal programs will become available. These programs are generally referred to as Public Assistance (PA) and Individual Assistance (IA).

If the disaster is of such severity that federal programs don't meet the needs, the Minnesota Legislature can appropriate funds to provide state disaster recovery activities as outlines in Chapter 12A.

Minnesota Recovers Task Force

The Minnesota Recovers Task Force was formed in response to the Great Mississippi Flood of 1993. The purpose of the Task Force is to coordinate government resources for long-term recovery efforts, address certain unmet needs and assist with identifying hazard mitigation opportunities and resources.

When state funds become available following a disaster, the Task Force will work together to assist the impacted communities when their needs are not met by insurance or other assistance programs. Appropriated funds may be obligated independently by state agencies or collectively through projects identified by the Task Force.

Agencies represented on the Task Force may vary, depending on the complexity of any given disaster. It is intended to be a "one stop shop" for state recovery assistance appropriations and may be able to identify other recovery resources, if available.

The Task Force has several subcommittees to address a community's unmet needs. These subcommittees are:

- Housing
- Health and Human Services
- Public Infrastructure
- Natural Resources
- Agriculture
- Business and Community Recovery

The Task Force facilitates a coordinated and timely distribution of recovery funds by establishing mutually agreed upon project priorities and identifying eligible projects.

Gaps and Issues

Recovery Leadership

“If you’ve been to one disaster, you’ve been to one disaster” is a common statement during after action reviews and post disaster critique sessions; a simple way of saying that each disaster has its unique issues and impacts. Another common theme is that recovery takes the longest, is the most complicated and the frustrating part of disaster. Who “owns” recovery?

There is a national dialogue on long term recovery. Is it an Emergency Management function or an Economic Development function? Is the disaster loss because of the current economic situation and communities have not had the funds for appropriate upkeep of their infrastructure – so therefore is it eligible for federal assistance?

These issues are at the heart of the continuing work on both the National Disaster Recovery Framework and the Minnesota Disaster Recovery Framework. Leadership is key.

Long term recovery/Unmet needs committees

Following a disaster, it is expected that the communities/regions convene long term recovery and/or unmet needs committees. This has been “hit or miss”. Many communities want to focus locally, while providers would like to focus regionally.

The local community needs to “own” their recovery. This should be part of the preparedness phase and includes partnerships among governmental and non-governmental entities. This activity should include disaster volunteer and donations management.

Resources

There are no state resources for year round community recovery coordination. Minnesota Chapter 12A.16 was amended to allow HSEM to fund post-disaster recovery coordination but that could be too late.

Very few emergency managers in Minnesota are full time. Regardless of the national dialogue, communities view the emergency manager as a leader of recovery in their community. Local resources are usually targeted to response, not recovery planning.

The private sector relationship is new to emergency management. It is embraced on a state level and needs to be developed at the local level.

Recovery is when the hard work begins