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# MINNESOTA DISASTER RECOVERY ASSISTANCE FRAMEWORK



***A Collaborative Approach to  
Disaster Recovery in Minnesota***



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# MINNESOTA DISASTER RECOVERY ASSISTANCE FRAMEWORK

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## I. EXECUTIVE SUMMARY

A natural or manmade disaster has the potential to affect Minnesota in many ways. When a disaster occurs, federal, state, and local governments work with the affected businesses, community organizations, tribal communities, private non-profit entities, and individuals to meet the most pressing health and safety needs. After those immediate needs are met, the recovery and rebuilding efforts begin.

The recovery phase will occupy the days, weeks, months, and years to follow. An efficient and effective recovery requires the cooperation, coordination, and communication of various federal, state, and local government agencies, private and community organizations, and individuals.

The Minnesota Disaster Recovery Assistance Framework is a resource document that provides assistance program information from state, federal, local, and voluntary agency resources following a disaster. This guide is intended to be of assistance to government officials and community leaders involved in managing, organizing, or leading disaster recovery efforts. It provides a comprehensive overview of the roles, responsibilities, and assistance programs that may be available. The guide briefly presents overview information, accompanied by contacts, Web sites, and other references, so that the user may seek out more details.

By providing recovery assistance information in many areas, as well as the contact information for those responsible for providing assistance, this guide serves to develop a network of leaders and service providers, facilitating a better exchange of information between different organizations and levels of government. This sharing will facilitate a stronger and speedier recovery.

The Framework describes and highlights assistance that is oftentimes provided after disasters. Many disaster programs are not permanent programs, and therefore require a special provision of funds and/or other actions to make them available. Although this guide highlights programs generally available for disasters, assistance described in this guide is not guaranteed to be available for any given future event.

The Minnesota Department of Public Safety Division of Homeland Security and Emergency Management (HSEM) will continually update the Framework as additional recovery issues/resources are identified.

### **Overview of Disaster Recovery**

Upon the declaration of a state of emergency, the governor has special authority and responsibilities, several of which he may delegate to HSEM. Those responsibilities include, but are not limited to:

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- Coordinating a multiple state agency response to a disaster or emergency.
- Acting as the governor's authorized representative for all presidentially declared disasters and emergencies.
- Activating the State Emergency Operations Center when any major emergency/disaster occurs.
- Obtaining initial damage assessment information from state agencies and local governments.
- Administering or supporting the Federal Emergency Management Agency (FEMA) disaster assistance programs when made available following a declared disaster.

The HSEM disaster recovery staff administers and/or supports the FEMA disaster assistance programs that help state agencies, local governments, tribal communities, certain private-nonprofit entities, and individuals recover from the effects of disaster. The FEMA recovery programs are: the Public Assistance Program (PA), Individual Assistance Program (IA), and Hazard Mitigation programs. HSEM staff also coordinates the state's overall disaster recovery effort, by chairing the Minnesota Recovers Task Force.

Four types of disaster/emergency declarations result in the implementation of various assistance programs:

- Presidential declaration of an emergency or major disaster (makes FEMA assistance available),
- Small Business Administration (SBA),
- Fire Management Assistance, and
- United States Department of Agriculture (USDA)

Depending upon the type of declaration, government entities, businesses, tribal communities, private non-profit entities, and individual disaster victims register and apply for assistance from these programs.

The state of Minnesota may also provide assistance following a disaster. Funds may be allocated to meet specific disaster needs or eligibility requirements on certain programs may be adjusted or waived. Many state assistance programs are not specific to disaster recovery but are made available on an ongoing basis. Some of those programs are:

### **Agriculture**

The Minnesota Department of Agriculture and local Farm Service agents are the state's key points of contact for assessing agricultural damage and working to deliver federal assistance. The USDA Farm Service

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Agency (FSA) county offices provide a local point of contact, and FSA may provide programs for crop loss, livestock, farm structures, trees, cropland, waterways, and other needs. The Minnesota Department of Agriculture may provide additional assistance to address highly catastrophic losses.

### **Business and Workforce**

The Department of Employment and Economic Development (DEED) provides varying business and economic assistance depending on the severity of the disaster. That assistance may include: business counseling, unemployment assistance and state-funded low-interest loans. DEED manages the Disaster Unemployment Assistance (DUA) program, and works with the United States Department of Labor if the state receives a National Emergency Grant (NEG) to provide employment assistance.

### **Communications and Outreach**

During and following a major emergency/disaster, a Joint Information Center (JIC) may be activated. A JIC is a location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions. JICs may be established at various levels of government, the SEOC, or at incident sites. The JIC helps coordinate and manage all communications between FEMA and the Department of Public Safety Office of Communications. A primary responsibility of the JIC is the dissemination of public information regarding state agency disaster response and recovery activities. The Minnesota Office of Enterprise Technology provides technological resources in communicating this information.

### **Environment**

The Minnesota Department of Natural Resources (DNR), Board of Water and Soil Resources (BWSR), and the Pollution Control Agency (PCA) coordinate environmental assessments with FEMA, HSEM, the Minnesota Department of Health (MDH), the Minnesota Department Human Services (DHS), and others. Included are initial assessments, joint preliminary damage assessments, follow-on public health assessments, and additional monitoring.

The DNR facilitates the delivery of assistance relative to forestlands, lakes, rivers, streams, debris cleanup, and mitigation concerns. The USDA Natural Resource Conservation Service (NRCS) delivers the Emergency Watershed Protection program to clear debris and restore waterways.

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### **Finance**

Minnesota Statutes, Chapters 12 and 12A, serve as the primary legal basis and provide a framework for the governor and the state of Minnesota to assist local governments, tribal communities, citizens, and others to respond to and recover from a major emergency or disaster.

Following some disaster events, state assistance may be made available for relief in a disaster area for costs that are not eligible for assistance through the FEMA Public Assistance and/or Individual Assistance Programs. Such assistance is not intended to duplicate or replace assistance available from other federal government agencies, including the Small Business Administration, or insurance.

### **Health and Human Services**

MDH conducts public health assessments and surveillance, and coordinates the provision of behavioral health services to those communities which are overwhelmed by a major disaster or emergency. When MDH is overwhelmed, DHS may request assistance through the Crisis Counseling Program.

DHS also coordinates the USDA Food Stamp program and monitors the safety and availability of emergency shelters and the impact on housing.

### **Housing**

HSEM is the state contact for FEMA housing assistance. DEED implements U.S. Department of Housing and Urban Development (HUD) Community Development Block Grants (CDBG). Minnesota Housing provides loan monies for urgent repair, single-family rehabilitation, and rental assistance.

The USDA Rural Development Administration provides assistance with multifamily and single family homes, and community facilities.

Minnesota Voluntary Organizations Active in Disaster (MNVOAD) includes many nonprofit organizations that provide housing assistance.

### **Transportation and Infrastructure**

The Minnesota Department of Transportation (MnDOT) ensures that transportation and other infrastructure are safely restored, including the removal of debris, after a disaster. The Federal Highway Administration Emergency Relief program and the FEMA Public Assistance Program provide funds for restoration, including assistance to private, non-profit electric cooperatives, for power generation and distribution facilities.

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#### **Volunteers and Donations Management**

Following a major emergency/disaster, HSEM's Volunteer Resource Coordinator helps ensure that the provision of volunteers and donations (including donated funds and goods) is coordinated. The Minnesota Voluntary Organizations Active in Disaster (MNVOAD) coordinates the efforts of its statewide voluntary member organizations.

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## **II. INTRODUCTION**

### **A. Purpose**

The Minnesota Disaster Recovery Assistance Framework is a critical component of the state of Minnesota's commitment to delivering state and federal assistance to individuals, local governments, businesses, and other entities adversely impacted by disaster. The Framework will provide state and local emergency management personnel with operational guidance in order to successfully manage disaster recovery activities in the event of a major emergency or disaster.

The Framework is based on the premise that the top priorities during disaster recovery are: public health and safety, protection of property, and the restoration of the economic vitality of the disaster area.

This document is designed to identify the types of assistance available and the responsible state and federal agencies; thereby providing the framework for implementing the key recovery programs. Also identified in this document are the principal voluntary organizations and private entities involved in disaster recovery.

### **B. Scope**

The intent and purpose of this Framework is as follows:

1. Identify and designate the responsibilities, rules, policies, and missions of federal and state agencies, voluntary and private organizations;
2. Provide the necessary resources for a coordinated effort to efficiently deliver disaster recovery programs and services; and
3. Outline required actions and administrative procedures for state and local governments prior to and during a governor's declaration of a state of emergency, or a presidential declaration of an emergency or major disaster.

### **C. Recovery Strategy**

With this Framework, HSEM is providing an approach that will help ensure that Minnesota's disaster recovery efforts are coordinated, appropriate, reliable, and communicated to the principals involved.

The recovery strategy recommended in this Framework reflects the opportunities for both short and long-term action, and places each in a context of cooperation between public, private, and volunteer organizations. The goal is to return a sense of normalcy to the lives of those residents impacted by a natural, accidental, or intentional event. This goal will be achieved through the following means:

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1. Identification of the short-term and long-term strategic priorities, processes, vital resources, and appropriate timeframes for recovery.
2. Recognition of the procedures for restoration and recovery of services, facilities, programs, and infrastructure.
3. Identification of opportunities to mitigate the impact of future disasters.

These objectives are designed to take advantage of local, state, and national expertise within the public, private, and volunteer organizations charged with the recovery responsibilities identified in this Framework.

### **D. Priorities**

Looking at disaster incidents from a broad perspective, recovery priorities fall into the following general categories:

1. Provide a safe environment for the public, and federal, state and local government personnel responding to the disaster area.
2. In the deployment of recovery operations and the activation of its missions, it is paramount that a safe and secure environment exists at the location(s) where these activities will take place. No activities should be commenced until a stable and safe environment has been established.
3. Provide an accurate and concise assessment of damages, and the impact of those damages.

As soon as an affected area has been deemed safe to do so, an assessment will be conducted by the Minnesota Rapid Needs Assessment (RNA) team, in coordination with the local authorities, to provide initial information and intelligence about the overall magnitude and severity of the disaster.

Refer to **Section VIII CONCEPT OF DISASTER RECOVERY OPERATIONS** for additional information on RNA.

4. Assist individuals, families, businesses, and local governments in accessing disaster recovery resources that may be available to them.

The HSEM disaster recovery staff will initiate the actions necessary to request state and federal assistance, and if appropriate, draft a state of emergency declaration for the governor's review and approval.

The disaster recovery staff is knowledgeable regarding the disaster assistance programs that are available. These programs include, but are not limited to, the FEMA Individual Assistance (IA), Public Assistance (PA), and Hazard Mitigation programs.

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5. Create and maintain a communication network involving the dissemination of information to the public and all principal agencies and organizations involved in the recovery efforts.

As in any significant event or disaster, communications—both internal and external—are a critical component to any successful outcome. This goal will be achieved by:

- Creating “A Citizen’s Guide to Disaster Assistance and Recovery.” This will be a pocket-sized general resource document that can be utilized in all disasters and made available to the public on-line or at the Disaster Recovery Center (DRC). This document will take disaster victims step-by-step through the common disaster assistance programs and the process required to access those programs.
- Creating a “dark Web site” that will be used as a communication portal. The site will be held in reserve and “turned on” in response to any disaster recovery effort. Disaster specific information can include, but is not limited to:
  - DRC locations
  - State and federal assistance programs
  - FEMA application information
  - Recovery situation reports
  - Date, time, and location of public briefings
  - Link to DisasterLAN Status Board for state agencies
  - Other public notifications
- Conducting daily or ad hoc recovery briefings and conference calls as required and disseminating the minutes of those meetings/calls in a timely manner to those involved in the recovery effort.
- Conducting public briefings on a consistent schedule to keep the public informed on the disaster recovery efforts.
- Creating a DRC operations guide that will identify the primary goals and responsibilities of state agencies.

### **III. FRAMEWORK ORGANIZATION**

Minnesota, through the Minnesota Emergency Operations Plan (MEOP) has adopted a multi-functional approach to managing the consequences of an emergency or disaster. This approach is designed to facilitate an efficient and effective response and recovery for the state, counties, and local communities. Understanding this, the Framework is organized, not by type of hazard or type of incident, but first along functional lines, then

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by the agency or organization that maintains the primary responsibility to see that programs and plans within the functional area are carried out.

Information and resources are organized in this Framework as one of three components:

### **A. The Basic Framework**

The Basic Framework provides a broad operational blueprint of the State of Minnesota's approach to disaster recovery. Presented in the Basic Framework are:

1. The purpose, organization, and scope of the Disaster Recovery Assistance Framework,
2. The activating mechanism for using the Framework,
3. The legal authority for both plan development and implementation,
4. Planning considerations to be understood while using the Framework,
5. The concept of recovery operations, and
6. The necessity of Framework assessment.

### **B. Recovery Functions (RF)**

Guidance contained in the Recovery Functions focus on information needed to address specific disaster recovery tasks, such as assessing damages, individual and public assistance, and information dissemination. The intended audiences are the principal federal agencies, state agencies, voluntary organizations, and private entities that provide a primary or supporting role in implementing the function in the local community affected by the significant event.

With respect to recovery functions and specific disaster-related programs, the Framework focuses on:

1. The assessment process,
2. The state and federal disaster assistance programs,
3. The delivery of services, and
4. The dissemination of information.

The Recovery Functions also address general roles and responsibilities of the principles involved and describe the appropriate activating mechanism(s) for each specific recovery program.

The disaster recovery functions identified are interdependent with each other and with the Basic Framework, and therefore should not be viewed as standalone plans.

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### **C. Supporting Documents**

The Basic Framework and Recovery Functions are supported by additional documents. These documents may provide information in a condensed form (such as in a table or checklist), or may represent an entire document that is interrelated with recovery efforts.

## **IV. FRAMEWORK ACTIVATION**

The Disaster Recovery Assistance Framework goes into effect immediately and automatically upon the issuance of a declaration of disaster/emergency by the governor, however, some of the recovery resources described in this Framework may be used without a formal order, or may be performed as part of the day-to-day duties of relevant agencies or organizations. The Framework is also a resource for local emergency management professionals who may need additional references and resources to help with their own recovery efforts.

Activation of the Framework will generally be concurrent with activation of the State Emergency Operations Center; however, certain recovery efforts can be activated under separate authorities. The governor may request specific assistance from state agencies outside of the sphere of a declaration of disaster/emergency. The U.S. Secretary of Agriculture and the Small Business Administration may also activate specific recovery functions outside of, or in addition to, a presidential declaration.

Activation of specific functions of the Framework may also be deployed in anticipation of an event. For example, a Rapid Needs Assessment Team may be deployed to the area potentially impacted by an impending flood, so that potential impacts and preliminary demographic data can be compiled.

## **V. FRAMEWORK AUTHORITY**

### **A. State Statutes**

Minnesota Statutes, [\*\*Chapter 12 – Emergency Management\*\*](#), sets forth the powers of the governor during a disaster and the authority to request federal financial assistance. Chapter 12 also describes the duties and responsibilities of HSEM to ensure the coordination of disaster management as established in the Minnesota Emergency Operations Plan.

Minnesota Statutes, [\*\*Chapter 12A\*\*](#), is an act relating to:

- State government operations; and
- Establishing procedures for state agencies to assist communities to recover from a natural disaster.

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### **B. Governor's Executive Order 11-03**

Executive Order 11-03 requires each department within the state of Minnesota to designate a point of contact to HSEM for the purpose of coordinating a disaster response and recovery. It places the overall responsibility of disaster coordination and the maintenance of the Minnesota Emergency Operations Plan with HSEM. However, individual state agencies shall be prepared to direct the activities of their own personnel as necessary during recovery operations. This executive order also commits state resources to the development and maintenance of an all-hazards emergency response plan.

This order authorizes state agencies to provide appropriate personnel to assist with the damage assessment activities associated with the Public Assistance, Individual Assistance, and Hazard Mitigation programs, and to provide staff to the Disaster Recovery Center (DRC), following a presidential declaration of a major disaster. In addition, it allows state agencies to participate on the Minnesota Recovers Task Force and to be prepared to commit and combine resources toward the long-term recovery/mitigation effort.

### **C. Federal Law/Regulations**

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707, explains how states request a major disaster or emergency declaration from the president, which authorizes various types of assistance from the federal government. In addition, it describes the types of assistance, and lists federal disaster assistance available without a presidential declaration (see [Title 44 Code of Federal Regulations](#)).

## **VI. PLANNING CONSIDERATIONS**

### **A. Situation Analysis**

The state of Minnesota has resources and capabilities that can maximize the preservation of life and property, if effectively used in the event of natural disasters, technological disasters, major accidents, radiological events, civil disturbances, or terrorism. Those resources and capabilities include the personnel, equipment, facilities, and skills of federal, state, county, and local government forces, and medical, health, and allied professions and organizations.

### **B. Planning Assumptions**

1. Primary
  - a) Local governments will not request assistance from the state until local capabilities and resources for the execution of disaster recovery have been overwhelmed or exhausted.

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- b) County emergency operation plans are in place and address the interface between state and local recovery operations.
  - c) Federal recovery assets and programs, when requested by the state will not be immediately available. Depending upon the severity of the disaster and recovery assets requested, the assistance might take a few hours or a few days to become fully operational along with the ability to deliver recovery assistance.
2. Secondary
    - a) The state of Minnesota will experience disaster incidents, which will result in property damage, a decrease in economic vitality, personal injuries, and fatalities.
    - b) Some natural disaster incidents will occur annually and cause damage to roads, bridges, buildings, utilities, and agricultural livestock and crops.
    - c) Accidental or intentional releases of radiological, biological or other hazardous substances may occur openly, in a facility, or during vehicular transportation resulting in an environmental impact that may also necessitate the evacuation and subsequent recovery of the impacted area(s).

## **VII. CONCEPT OF DISASTER RECOVERY OPERATIONS**

The state of Minnesota, its counties, and its communities will utilize the processes, protocols, and procedures established through the National Incident Management System (NIMS). The NIMS includes the Incident Command System (ICS) and the Unified Command System (UCS) for command and management of emergency responses. The NIMS standardizes incident management across mitigation, preparedness, response, and recovery, for all hazards, and across all levels of government.

### **A. Roles, Responsibilities, and the Location of Operations**

The following list of positions and locations are commonly involved or activated during a disaster recovery operation where either a presidential declaration or an emergency proclamation is declared or when an emergency incident requires it.

#### **1. Governor's Authorized Representative (GAR)**

The governor's authorized representative is the person named by the governor to execute, on behalf of the state, all requests and/or documents for disaster assistance following the declaration of an emergency or a major disaster, or a request by the governor.

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### **2. State Incident Manager (SIM)**

The state incident manager is responsible for the overall command and operation of the State Emergency Operations Center. This person coordinates all SEOc functions, maintains communications with on-scene commanders, and implements the policies determined by the governor (or designee). The SIM (with the HSEM director) determines the activation level of the SEOc and the functions to be performed there, then assigns staff to perform those functions as needed.

### **3. State Coordinating Officer (SCO)**

The state coordinating officer is an official designated by the governor or official representative, upon a declaration of a major disaster or emergency, to coordinate state and local disaster assistance efforts with those of the federal government, and to act in cooperation with the federal coordinating officer to administer disaster recovery efforts.

### **4. Federal Coordinating Officer (FCO)**

The federal coordinating officer is the senior federal official appointed to coordinate the overall federal disaster response and recovery assistance efforts in the affected area. The FCO works closely with the state coordinating officer to assure effective implementation of assistance programs. The FCO is generally located in the Joint Field Office.

### **5. Principal Federal Official (PFO)**

The principal federal official provides senior leadership, strategic guidance, and operations integration for catastrophic events, terrorist incidents, and other high visibility, multi-state, multi-jurisdiction events. It is most likely that a PFO will be appointed only for incidents or high visibility events with significant national or regional implications, such as significant terrorist events causing considerable destruction, catastrophic natural disasters, and complex non-Stafford Act emergencies.

### **6. State Emergency Operations Center (SEOC)**

The State Emergency Operations Center is the location in Minnesota where emergency management personnel and government officials (primarily state) exercise direction and control in an emergency or disaster.

### **7. Joint Field Office (JFO)**

When a presidential declaration is made, the FCO establishes a Joint Field Office to coordinate recovery efforts during a disaster recovery period. This office is the primary field location for the

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coordination of federal and state short and long-term recovery operations.

### **8. Disaster Recovery Center (DRC)**

A Disaster Recovery Center is a facility established in, or in close proximity to, the community affected by the disaster where persons can meet face-to-face with representatives of federal, state, local, and voluntary organizations to:

- Report and discuss their disaster-related needs;
- Obtain information about disaster assistance programs;
- Attend public disaster recovery briefings as scheduled by the DRC manager;
- Register for assistance;
- Update registration information;
- Learn about measures for rebuilding that can eliminate or reduce the risk of future loss;
- Learn how to complete the SBA loan application; and
- Request the current status of their application for assistance.

### **9. Joint Information Center (JIC)**

A Joint Information Center is a co-located group of representatives from agencies and organizations involved in an event that are designated to handle public information needs. The JIC structure is designed to work equally well for large or small situations and can expand or contract to meet the needs of the incident.

The JIC is coordinated by the public information officer.

## **B. Damage Assessment and Community Impact**

### **1. Rapid Needs Assessment Team**

Immediately following the onset of a disaster, the State Emergency Operations Center, if activated, or the HSEM director may deploy a Rapid Needs Assessment (RNA) team to the affected community to provide immediate situational awareness to the governor, the director of HSEM, and other state/federal leadership.

The duties and responsibilities of the RNA include, but are not limited to the assessment of:

- The public infrastructure affected,
- An estimate of the number of homes affected,

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- An estimate of the number of businesses affected,
- The number of citizens reported to be killed or injured,
- The demographics of the affected community,
- The overall impact of the disaster on the community,
- The impact on housing and the sheltering efforts currently in place,
- The nature of resources activated,
- The amount of resources activated,
- The projected resource needs,
- The projected unmet needs which may be anticipated.

The Rapid Needs Assessment is a “snapshot” of the overall impact of the disaster. As the assessment process moves to the Preliminary Damage Assessment, it becomes more refined and specific in its content to the extent of damages and community impact.

The RNA team will consist of individuals from state agencies skilled and experienced in the areas of housing, economic development, and public infrastructure, including disaster-specific recovery assessments, programs, and mitigation.

### **2. Initial Damage Assessment (IDA)**

When deemed necessary, following the rapid needs assessment and to identify appropriate recovery programs, an Initial Damage Assessment will be performed by the local jurisdiction. The purpose of the IDA is to determine the specific impact and magnitude of damage from the disaster and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Following the accurate collection of this data, the director of HSEM and the governor of Minnesota will determine whether to pursue and request supplemental state and/or federal recovery assistance and/or to request a joint federal-state-local Preliminary Damage Assessment.

### **3. Preliminary Damage Assessment**

When a disaster occurs in Minnesota, the governor or acting governor may request a major disaster declaration.

The basis for the request shall be a finding that:

- The situation is of such severity and magnitude that effective response is beyond the capabilities of Minnesota and the affected local government; and

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- Federal assistance under the Stafford Act is necessary.

To make the above determination, a Joint Preliminary Damage Assessment needs to be conducted to identify the:

- Scope and degree of damage;
- Staff and funding needs; and
- Special needs of the impacted community

The PDA team will normally include a combination of representatives from HSEM and other state agencies, FEMA) the Small Business Administration (SBA), and local government personnel.

The PDA will typically be performed prior to a governor's request for federal assistance; however, in cases where the disaster is catastrophic, the PDA may be conducted after the governor's request.

### **Review of Findings**

At the close of the PDA, FEMA will consult with state officials to discuss findings and reconcile any differences.

### **Exceptions**

The requirement for a joint PDA may be waived for those incidents of unusual severity and magnitude that do not require field damage assessments to determine the need for supplemental federal assistance under the Stafford Act, or in other instances determined by the FEMA Regional Administrator upon consultation with the state.

## **C. Local, State, and Federal Recovery Operations**

Each local government carries with it the responsibility for the welfare of its citizens to the extent of its capabilities and resources. Through either the State Emergency Operations Center (SEOC) or the Joint Field Office (JFO), a clear channel of communication will exist between the state of Minnesota and the affected county(ies) during its recovery efforts with the county emergency manager serving as the point of contact for the county.

### **1. Local Emergency**

After committing all available local resources to the recovery efforts of the affected community(ies), the city or township, will declare an emergency. Once the disaster has grown beyond the capabilities of the county, they will also declare an emergency. At that point, the county emergency manager, acting on the behalf of the local jurisdiction(s), will forward an official request for state

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assistance to HSEM through the main fax number of 651.296.0459 and provide the following:

- A description of the disaster incident;
- Its impact on the community and/or county;
- Indication or estimate of the committed local resources;
- A specific request for the type(s) of state assistance needed.

The county may present this information in a local disaster declaration; an example is included as **Supporting Document SD1**. If necessary, a county disaster assessment team may be formed under the leadership of the county emergency manager. If a local disaster assessment team exists, it should provide disaster information to HSEM and/or the Minnesota Rapid Needs Assessment Team, as support documentation and further consideration of additional recovery assistance.

The adoption of and adherence to the Minnesota Disaster Recovery Assistance Framework by any local jurisdiction should provide them with guidance prior to a disaster incident and assist them in any future disaster recovery effort.

### 2. Governor's Disaster Recovery Operations

#### Governor's State of Emergency Declaration

Upon receipt of a county's request for state recovery assistance, the governor may, at the recommendation of the director of HSEM, declare the affected county as in a state of emergency.

A declaration of a state of emergency shall activate the disaster response and recovery aspect of the Minnesota Emergency Operations Plan applicable to the political subdivision or area in question and be authority for the deployment and use of any forces to which this Framework and/or the Minnesota Emergency Operations Plan applies, and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available.

State resources may be available without a formal governor's declaration. Technical assistance from state resources may become available before local resources are exhausted.

### 3. Governor's Request for Federal Recovery Assistance

#### a) Presidential Major Disaster Declaration

The governor may (usually with the recommendation of the director of HSEM) submit a written request that the president

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of the United States declare the affected counties in Minnesota, as a “major disaster.”

The declaration of a “major disaster” refers to any catastrophe that, in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act, to supplement the efforts and available resources of Minnesota, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

This request for federal assistance will be based on the information obtained by a FEMA and HSEM coordinated joint preliminary damage assessment (PDA). The governor’s basis for this request shall be a finding that:

- The situation is of such severity and magnitude that effective implementation of a recovery process is beyond the capabilities of Minnesota and the affected local governments; and
- Federal assistance under the Stafford Act is necessary to supplement the efforts and available resources of Minnesota, local governments, disaster relief organizations, and compensation by insurance for disaster related losses.

In addition to the findings above, the governor’s request shall include:

- Confirmation that the governor has declared a state of emergency and directed the execution of the Minnesota Emergency Operations Plan;
- An estimate of the amount and severity of damages and losses stating the impact of the disaster on the public and private sector;
- Information describing the nature and amount of state and local resources that have been or will be committed to alleviate the results of the disaster;
- Preliminary estimates of the types and amounts of supplementary federal disaster assistance needed under the Stafford Act;
- Certification by the governor that Minnesota and local government obligations and expenditures for the current disaster will comply with all applicable cost sharing requirements of the Stafford Act; and

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- A statement identifying the unmet, disaster-related needs that exist.

This request will be forwarded to the FEMA Region V regional administrator in Chicago, and then to FEMA headquarters in Washington DC, for a final recommendation. This final recommendation, along with the governor's request, shall be forwarded to the president of the United States for determination.

A declaration of a major disaster shall activate the federal response and/or recovery aspect of the National Response Framework applicable to the political subdivision or area(s) affected, and authorize the director of FEMA to allocate funds in the amount deemed necessary to assist the declared areas in the recovery process.

b) Presidential Emergency Declaration

The governor may (usually with a recommendation from the director of HSEM) submit a written request that the president of the United States declare an emergency when an incident occurs or threatens to occur in Minnesota, which would not qualify under the definition of a "major disaster."

An emergency declaration covers any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe.

This request for a presidential declaration of an emergency shall be based on the finding that:

- The situation is of such severity and magnitude that effective response is beyond the capability of Minnesota and the affected local government(s); and
- Requires supplementary federal emergency assistance to save lives and protect property, public health, and safety, or to lessen or avert the threat of a disaster.

In addition to the findings above, the governor's request shall include:

- Confirmation that the governor has taken appropriate action under Minnesota law and directed the execution of the Minnesota Emergency Operations Plan;

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- Information describing the state and local efforts and resources that have been or will be used to alleviate the emergency;
- Information describing other federal agency efforts and resources which have been or will be used in responding to this incident; and
- Identification of the type and extent of additional federal aid required.

This request will be forwarded to the FEMA Region V regional administrator in Chicago, and then to FEMA headquarters in Washington DC, for a final recommendation. This final recommendation, along with the governor's request, shall be forwarded to the president of the United States for determination.

A declaration of an emergency shall activate the federal response and recovery aspect of the National Response Framework applicable to the political subdivision or area affected or anticipated to be affected, and authorize the administrator of FEMA to allocate funds in the amount deemed necessary to assist the declared areas in the emergency process.

### **D. Presidential Declaration of a Major Disaster**

After thoroughly reviewing the governor's request, the president shall determine if the disaster incident is of the severity and magnitude to justify the use and authorities of the Stafford Act.

Should the governor's request be determined by the president not to meet the requirements of the Stafford Act, the director of FEMA will promptly notify the governor that the governor's request does not justify the use of the authorities of the Stafford Act.

Should the governor's request be determined to meet the requirements of the Stafford Act, the director of FEMA will notify the governor or his authorized representative of a declaration by the president that a major disaster exists. FEMA also will notify other federal agencies and other interested parties. The regional administrator of FEMA has the responsibility to notify the governor of the designations of assistance and eligible areas.

### **E. Other Federal Declarations**

1. Independent SBA Declaration (See **Supporting Document SD3**)
2. Fire Management Assistance Declaration
3. Agriculture Disaster Declaration (See **Supporting Document SD4**)

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### F. State-to-State and Local Interface

State-to-state and local interface and/or assistance remains a viable means of delivering support to impacted areas either within the state of Minnesota or across the nation. To supplement these efforts, Minnesota has pursued and adopted the following legislation and/or policies:

#### 1. The Emergency Management Assistance Compact (EMAC)

EMAC is a mutual aid agreement and partnership between states. The partnership exists because all member states and territories share the constant threat of disaster. Minnesota Statute, section 192.89 governs inter-state mutual aid as it pertains to EMAC.

Specifically, EMAC is designed to:

- a) Allow states and territories to assist one another during emergencies.

EMAC offers a quick and easy way for states to send personnel and equipment to help disaster relief efforts in impacted states. There are times when state and local resources are overwhelmed and federal assistance is inadequate or unavailable. Out-of-state aid through EMAC assists in filling such shortfalls;

- b) Establish a firm legal foundation.

Requests for EMAC assistance are legally binding, contractual arrangements, that make states requesting assistance responsible for reimbursing all out-of-state costs and liable for out-of-state personnel.

- c) EMAC provides fast and flexible assistance.

EMAC allows states to ask for whatever type of assistance they require for any emergency response and recovery effort, however, states are not forced to send any resources unless they are capable and willing to do so. The EMAC system has been adopted nationally, which makes the process consistent for each participating state.

#### 2. Intra-state Mutual Aid

Minnesota Statutes, [\*\*Chapter 12 – Emergency Management\*\*](#), allows each county emergency manager to collaborate with other public and private agencies within the state, to develop or cause to be developed mutual aid arrangements for reciprocal emergency management aid and assistance in an emergency or disaster too great to be managed without additional assistance.

These arrangements must be consistent with local emergency operation plans, and in time of an emergency, each local

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organization for emergency management shall render aid in accordance with the provisions of the mutual aid agreement.

### **3. State-to-Local Interface**

With respect to local interface, HSEM may provide liaisons to assist local communities and counties in identifying and accessing applicable assistance. Specifically, the field staff may:

- Serve as primary point of contact between local jurisdiction and State Emergency Operations Center.
- Coordinate with federal, state, and volunteer organizations in information exchange and identification of resources.
- Serve as a liaison between HSEM, FEMA, voluntary organizations, and the impacted community/county, and communicate appropriate actions pertaining to recovery efforts and strategies.

The Disaster Management Handbook looks more closely at mutual aid and assistance provided to other jurisdictions.

## **VIII. FRAMEWORK REVIEW AND REVISION**

The Minnesota State Disaster Recovery Assistance Framework is based on assumptions and the existence of, and access to, resources and capabilities that may be subject to frequent change. Specific measures taken by the state to support individuals, families, businesses, local governments, and other entities will be adapted to each emergency. As such, flexibility is an essential component for the implementation of this Framework.

In addition to understanding the need for flexibility in the application of the Framework during a disaster recovery effort, it needs to be understood that the document itself is an ever evolving guide that will undergo continuous changes as new policies are enacted, new technologies and recovery protocols are created, and duties and responsibilities are reassigned.

This “living document” will be assessed as necessary, to ensure changes in the scope of responsibility of the principals involved in disaster recovery are appropriately reflected.

### **A. Framework Maintenance and Distribution**

The director of HSEM has the overall authority and responsibility for maintenance of this Framework. Agencies identified in this document must re-evaluate their responsibilities, in light of the changing world situation, technology, etc., and provide updated information about their disaster recovery assistance and responsibilities to HSEM, so that Framework revisions can be developed.

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A copy of the official Minnesota Disaster Recovery Assistance Framework is available from HSEM upon request.

- **Framework Distribution**

This Framework is a controlled document maintained by HSEM. The Framework shall be made available to state agencies and departments that have been assigned Recovery Functions and to all county emergency managers. Any changes in Recovery Functions by participating state agencies should be reported to the HSEM disaster recovery coordinator as soon as they are known, so that the Framework may be edited to accurately reflect those changes.

The following individual state agencies, in various combinations, form the Recovery Functions (RF) as indicated in the Framework, in addition to departments that are listed here due to the recovery programs that they manage.

**State of Minnesota**

1. Office of the Governor
2. Department of Administration
3. Department of Agriculture
4. Board of Animal Health
5. Attorney General
6. Department of Commerce
7. Department of Corrections
8. Department of Education
9. Department of Employment and Economic Development
10. Emergency Medical Services Regulatory Board
11. Minnesota Management and Budget
12. Department of Health
13. Minnesota Housing
14. Department of Human Services
15. Department of Labor and Industry
16. Department of Military Affairs
17. Department of Natural Resources
18. Board of Water and Soil Resources
19. Office of Enterprise Technology
20. Minnesota Pollution Control Agency

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21. Department of Public Safety
22. Department of Revenue
23. Department of Transportation
24. Metropolitan Council
25. Public Facilities Authority
26. Rural Finance Authority

### **B. Review Schedule**

Original Issue: ..... March 2010  
First Revision ..... March 2011

### IX. GLOSSARY

#### **Declaration of Emergency**

A national security or peacetime emergency declared by the governor under Minnesota Statutes, section [12.31](#), subdivision 2.

#### **Disaster**

A situation that creates an actual or imminent serious threat to the health and safety of persons, or a situation that has resulted or is likely to result in catastrophic loss to property or the environment, and for which traditional sources of relief and assistance within the affected area are unable to repair or prevent the injury or loss.

#### **Emergency (Federal Definition)**

Any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the U.S.

#### **Long-Term Recovery**

Long-term recovery is the process of returning a community, to the extent possible, to the condition that existed prior to the incident. The primary goals of Long-term recovery are to reestablish a community's economic, social, and physical condition to normal. This phase addresses reconstruction and repair of damaged homes and businesses, restoration of public infrastructure, application, and delivery of state, federal, and private assistance programs. This community support may continue for several years after the initial disaster and may include hazard mitigation programs which are intended to lessen the affects from future events.

Long-term recovery efforts may be coordinated from the Joint Field Office (JFO), or local community depending on the nature, severity, and scope of the disaster.

Long-term recovery operations include:

- Establishing a time frame for the delivery of temporary services
- Continue to coordinate and monitor the application and delivery of state and federal assistance programs
- Restoration and reconstruction of public facilities
- Restoration of economic, social, and institutional activities
- Developing, coordinating, and replacing debris disposal capacity
- Repairing infrastructure
- Reviewing and implementing hazard mitigation measures

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- Restoration of public utility services
- Building and property condemnation
- Reviewing building codes and zoning laws for mitigation opportunities

### **Major Disaster (Federal Definition)**

Any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the U.S. which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under Chapter 44 CFR to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

### **Recovery**

Recovery is the process by which local, state, and federal agencies, along with voluntary organizations and private entities, work collaboratively to return a community, affected by a disaster, to a pre-disaster condition or as close to a pre-disaster condition as possible.

Recovery activities generally incorporate programs designed for implementation beyond the initial onset of an emergency or major disaster, but may also be response oriented in nature. Examples of recovery activities include, but, are not limited to, crisis counseling, damage assessment, debris management, decontamination, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, community outreach, temporary housing, and reconstruction.

### **Short-Term Recovery**

Short-term recovery activity is taken to return basic life support systems to functioning operating standards. This phase is response-oriented and taken to stabilize affected areas and protect these areas from further damage and/or loss of life. Short-term recovery returns essential systems to minimum operating standards, seeks to restore critical services to the community, and provides for the basic needs of the public.

Depending on the nature and origin of the disaster, short-term recovery operations include, but, are not limited to, identify principal contacts and liaisons, Rapid Needs Assessment (RNA) team deployment, Initial Damage Assessments, Joint Preliminary Damage Assessments, declaration requests, consultation, documentation, planning, and prioritization and exchange of information to develop appropriate long-term activities.

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Short-term recovery is generally coordinated from the activated State Emergency Operations Center and generally does not include activities such as reconstruction of houses and buildings.

Short-term recovery operations may include:

- Provide for the safety of the public and their property
- Provide a safe environment for first responders
- Stabilizing the event
- Re-entry into the affected area
- Concise damage assessments
- Re-establishment and stabilization of government operations
- Restoring critical infrastructure and utilities
- Debris removal and general clean-up
- Acquisition of resources
- Delivering social, medical, and behavioral health services
- Sheltering and mass feeding of displaced citizens
- Structural integrity assessments
- Voluntary Organization coordination
- Volunteer and Donation management

### **State of Emergency**

When an act of nature, an industrial accident, a hazardous materials accident, a major health threat or a civil disturbance endangers life and property and local governments cannot adequately handle the situation, the governor may declare a state of emergency.

This declaration cannot be continued for more than five days, unless extended for up to 30 days by the state Executive Council. A declaration of emergency shall invoke necessary portions of the Minnesota Emergency Operations Plan and authorize aid and assistance there under. The governor may also declare a state of emergency if a threat of armed violence, sabotage, or act of terrorism is imminent.

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### X. ACRONYMS

<b>AOA</b>	Administration on Aging
<b>ABFE</b>	Advisory Base Flood Elevation
<b>ACRRA</b>	Agricultural Chemical Response and Reimbursement Account
<b>AGI</b>	Adjusted Gross Income
<b>AGVIC</b>	Agricultural Voluntary Investigation and Cleanup
<b>APLN</b>	Administrators Physical Loss Notification (Ag)
<b>APRN</b>	Advance Practice Registered Nurse
<b>ARES</b>	Amateur Radio Emergency Services
<b>ATF</b>	Alcohol, Tobacco, and Firearms
<b>BAH</b>	Board of Animal Health
<b>BFE</b>	Base Flood Elevation
<b>BIA</b>	Bureau of Indian Affairs
<b>BWSR</b>	Board of Water and Soil Resources
<b>CAT</b>	Chemical Assessment Team
<b>CCP</b>	Crisis Counseling Program
<b>CDBG</b>	Community Development Block Grants
<b>CEB</b>	County Emergency Board
<b>CERCLA</b>	Comprehensive Environmental Response, Compensation, and liability Act
<b>CFR</b>	Code of Federal Regulations
<b>CISM</b>	Critical Incident Stress Management
<b>CMHS</b>	Center for Mental Health Services
<b>DAR</b>	Damage Assessment Report (Ag)
<b>DEED</b>	Department of Employment and Economic Development
<b>DHS</b>	Department of Human Resources
<b>DLAN</b>	Disaster Local Area Network
<b>DPS</b>	Department of Public Safety
<b>DNR</b>	Department of Natural Resources
<b>DOC</b>	Department of Commerce or Corrections
<b>DOE</b>	Department of Energy
<b>DOLI</b>	Department of Labor and Industry

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<b>DOR</b>	Department of Revenue
<b>DRC</b>	Disaster Recovery Center
<b>DSA</b>	Debt Set-Aside Program (FSA)
<b>DSR</b>	Damage Survey Report (Aviation)
<b>DUA</b>	Disaster Unemployment Assistance
<b>EBT</b>	Electronic Benefit Transfer
<b>ECP</b>	Emergency Conservation Program
<b>EIDL</b>	Economic Injury Disaster Loan (SBA)
<b>EM</b>	Emergency Loan Program (FSA)
<b>EMAC</b>	Emergency Management Assistance Compact
<b>EMMIE</b>	Emergency Management Mission Integrated Environment
<b>EOC</b>	Emergency Operations Center
<b>EQIP</b>	Environmental Quality Incentives Program
<b>ERT</b>	Emergency Response Team
<b>EWP</b>	Emergency Watershed Protection (NRCS)
<b>FAC</b>	Family Assistance Center
<b>FBI</b>	Federal Bureau of Investigations
<b>FCCE</b>	Flood Control and Coastal Emergency
<b>FCO</b>	Federal Coordinating Officer
<b>FDR</b>	Flood Damage Reduction (Grant)
<b>FEMA</b>	Federal Emergency Management Agency
<b>FHA</b>	Federal Housing Administration
<b>FHWA</b>	Federal Highway Administration
<b>FLAG</b>	Farmers Legal Action Program
<b>FMA</b>	Flood Mitigation Assistance (Grant)
<b>FNS</b>	Food and Nutrition Service
<b>FSA</b>	Farm Service Agency
<b>GAR</b>	Governor's Authorized Representative
<b>HMGP</b>	Hazard Mitigation Grant Program
<b>HSEM</b>	Homeland Security and Emergency Management
<b>HUD</b>	Housing and Urban Development
<b>HWWTP</b>	Hazardous Waste Worker Training Program

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<b>IA</b>	Individual Assistance
<b>IC</b>	Incident Command
<b>ICS</b>	Incident Command System
<b>IDA</b>	Initial Damage Assessment
<b>IGA</b>	Intergovernmental Agreement
<b>IHP</b>	Individuals and Households Program
<b>ISP</b>	Immediate Services Program
<b>JFO</b>	Joint Field Office
<b>JIC</b>	Joint Information Center
<b>LGU</b>	Local Governmental Unit
<b>LTRC</b>	Long Term Recovery Committee
<b>MCC</b>	Minnesota Conservation Corps
<b>MDA</b>	Minnesota Department of Agriculture
<b>MDE</b>	Minnesota Department of Education
<b>MDH</b>	Minnesota Department of Health
<b>MDO</b>	Minnesota Duty Officer
<b>MEOP</b>	Minnesota Emergency Operations Plan
<b>MERS</b>	Mobile Emergency Response Support
<b>MIFC</b>	Minnesota Interagency Fire Center
<b>Mn/DOT</b>	Minnesota Department of Transportation
<b>MNOPS</b>	Minnesota Office of Pipeline Safety
<b>MNVOAD</b>	Minnesota Voluntary Organizations Active in Disaster
<b>MPCA</b>	Minnesota Pollution Control Agency
<b>MRTF</b>	Minnesota Recovers Task Force
<b>NAP</b>	Non-Insured Crop Disaster Assistance Program (FSA)
<b>NASULGC</b>	National Association of State Universities and Land Grant Colleges
<b>NEG</b>	National Emergency Grant
<b>NEIFC</b>	Northeast Interagency Fire Center
<b>NEST</b>	Nuclear Emergency Support Team
<b>NFES</b>	National Fire Equipment System
<b>NFIP</b>	National Flood Insurance Program
<b>NFIRA</b>	National Flood Insurance Reform Act

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<b>NHPA</b>	National Historic Preservation Act
<b>NIEHS</b>	National Institute of Environmental Health Science
<b>NIMS</b>	National Incident Management System
<b>NRCS</b>	Natural Resource Conservation Service
<b>NRF</b>	National Response Framework
<b>NSS</b>	National Shelter System
<b>NTC</b>	Net Tax Capacity
<b>NTSB</b>	National Transportation Safety Board
<b>OET</b>	Office of Enterprise Technology
<b>OIM</b>	Office of Investment Management
<b>OSHA</b>	Occupational Safety and Health Administration
<b>PA</b>	Public Assistance
<b>PACL</b>	Public Assistance Crew Leader
<b>PAO</b>	Public Assistance Officer
<b>PAO</b>	Public Affairs Officer
<b>PCA</b>	Pollution Control Agency
<b>PDA</b>	Preliminary Damage Assessment
<b>PDM</b>	Pre-Disaster Mitigation (Grant)
<b>PHA</b>	Public Housing Authority
<b>PIO</b>	Public Information Officer
<b>PFA</b>	Psychological First Aid
<b>PFA</b>	Public Facilities Authority
<b>PFO</b>	Principal Federal Official
<b>PKEMRA</b>	Post Katrina Emergency Management Reform Act
<b>PNP</b>	Private Non-Profit
<b>PPI</b>	Pre-Placement Interview
<b>PSA</b>	Public Service Announcement
<b>PW</b>	Project Worksheet
<b>RACES</b>	Radio Amateur Civil Emergency
<b>RF</b>	Recovery Function
<b>RFA</b>	Rural Finance Authority
<b>RFC</b>	Repetitive Flood Claims
<b>RIM</b>	Re-Invest in Minnesota

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<b>RMD</b>	Risk Management Division
<b>RNA</b>	Rapid Needs Assessment
<b>RSP</b>	Regular Services Program
<b>SALT</b>	State Aid for Local Transportation
<b>SARA</b>	Superfund Amendments and Reauthorization Act
<b>SAMHSA</b>	Substance Abuse and Mental Health Services
<b>SBA</b>	Small Business Administration
<b>SCDP</b>	Small Cities Development Program
<b>SCO</b>	State Coordinating Officer
<b>SEB</b>	State Emergency Board (Ag)
<b>SED</b>	State Executive Director (FSA)
<b>SEOC</b>	State Emergency Operations Center
<b>SHPO</b>	State Historical Preservation Office
<b>SIM</b>	State Incident Manager
<b>SRL</b>	Severe Repetitive Loss (Grant)
<b>SWCD</b>	Soil and Water Conservation District
<b>THPO</b>	Tribal Historical Preservation Office
<b>THU</b>	Temporary Housing Unit
<b>TSA</b>	Transitional Shelter Assistance
<b>USACE</b>	United States Army Corps of Engineers
<b>UCS</b>	Unified Command System
<b>USC</b>	United States Code
<b>USDOE</b>	United States Department of Energy
<b>USDA</b>	United States Department of Agriculture
<b>VAL</b>	Voluntary Agency Liaison
<b>VCR</b>	Victim Reception Center
<b>WAP</b>	Weatherization Assistance Program
<b>WMD</b>	Weapons of Mass Destruction