RAMSEY COUNTY

COMPREHENSIVE EMERGENCY OPERATIONS PLAN

SECTION 1
BASE PLAN

PUBLIC VERSION

County Letter of Promulgation

The Ramsey County Board of Commissioners formally adopted the 2023 update to the Comprehensive Emergency Operations Plan (CEOP) on _____ via Resolution _____.

The CEOP details all comprehensive emergency management efforts. It is designed to comply with all applicable federal and state regulations and to provide the policies and processes to be followed in dealing with any emergency and/or disaster. The CEOP identifies the hazards that could affect the county, sets forth the responsibilities of local government departments and agencies, and outlines a means for local and state resources to be used to support impacted populations. The planning authorities and responsibilities conveyed to individual local government departments and agencies are recognized and acknowledged. This plan supersedes all other Ramsey County CEOPs.

Pursuant to Minnesota Statutes Chapter 12, this plan will be reviewed annually and updated as necessary.

As Director of the Ramsey County Department of Homeland Security and Emergency Management, I certify that I have reviewed this document for compliance with state and federal requirements. I hereby recommend that the Ramsey County Manager and Chair of the Ramsey County Board of Commissioners promulgate the updated 2023 CEOP.

_____   _____
Judson M. Freed, MA CEM   Date

The undersigned have reviewed and approve and promulgate the 2023 CEOP as required by Minnesota Statutes Chapter 12. All local departments and agencies under Ramsey County jurisdiction shall abide by and cooperate fully with the provisions described or referenced herein.

_____   _____
Ryan O'Connor   Date
Ramsey County Manager

_____   _____
Trista Matas Castillo   Date
Chair, Ramsey County Board of Commissioners

Plan Distribution

Ramsey County Emergency Management & Homeland Security (RCEMHS) is responsible for establishing, maintaining, and distributing the Comprehensive Emergency Operations Plan (CEOP) (Plan). RCEMHS will make the CEOP available to all Ramsey County departments, municipalities, the Minnesota Department of Public Safety (DPS) / Division of Homeland Security and Emergency Management (HSEM), and other partner organizations as necessary and upon request.

Hard and digital copies are available to view at the RCEMHS office.

Personnel with a role in executive leadership, coordination and management, and operational implementation of incident procedures have reviewed this CEOP and agree with the content as well as their role in responding to an incident as outlined in this Plan. Authorized representatives of Ramsey County departments, municipalities, and partner organizations are encouraged to have digital access to the official use version of this CEOP or a printed copy available to them at all times. This public version of the CEOP has been redacted in compliance with Minnesota Statutes Chapter 13.

Record of Distribution

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Record of Changes

Any approved additions or modifications to the Ramsey County CEOP will be documented and noted in this section. The date of the change, the title of the person making the change, and a summary and reason for the modifications will be included in this section of the Plan.

If any major or significant changes to this CEOP need to be made, then the revised CEOP will be considered an update, and the cover page, promulgation page, and approval and implementation page should reflect that it is a new Plan.

After any modification to this Plan, RCEMHS will ensure that the updated version is distributed to all departments, municipalities, and individuals listed on the Plan Distribution list and that the revised Plan is uploaded to any shared sites and/or webpages where this Plan resides.

Change Number	Date of Change	Sections	Summary of Change	Change made by (title or name)
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Disclosure Exemptions

The official use version of this document contains information pertaining to the deployment, mobilization, and tactical operations of Ramsey County in response to emergencies. It is exempt from public disclosure under Minnesota Statutes Chapter 13. All Ramsey County departments comply with the Ramsey County Records Retention Schedule in accordance with the Minnesota General Records Retention Schedule for Counties. This version has been redacted for public use.

Liability Exemption Statement

Incident response often requires decisions to be made quickly under adverse conditions. Government entities complying with this CEOP shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence.

Non-Discrimination Statement

Local activities pursuant to the federal and state agreement for incident recovery will be carried out in accordance with all applicable state and federal non-discrimination laws. Federal disaster assistance is conditional on full compliance with non-discrimination rules and policies.

Plan Organization and Layout

The Ramsey County Comprehensive Emergency Operations Plan (CEOP) provides an all-hazards approach to dealing with incidents and empowering Ramsey County Emergency Management & Homeland Security (RCEMHS) staff and partners to respond to incidents. This CEOP consists of the Base Plan, Functional Annexes, and Supporting Documents.

Section 1: Base Plan

Section 2: Functional Annexes

- Functional Annex A: Volunteer and Donations Management

- Functional Annex B: Protective Actions

- Functional Annex C: Ingestion Pathway

- Functional Annex D: Public Health and Medical

- Functional Annex E: Recovery

- Functional Annex F: Fatality Management

- Functional Annex G: Hazardous Materials

- Functional Annex H: Mass Care and Shelter

- Functional Annex I: Community Lifelines

Section 3: Attachments and Support Documents

- Acronyms

- Glossary

- Legal Authorities

- Municipal Letters of Promulgation

- IMT Job Aids

- Sample Declarations

- Red Cross Shelter Sites

- Gift or Donation Acceptance Form

- Resource Manual

The CEOP is intended to be utilized in concert with RCEMHS internal policies, Job Aids, and the Resource Manual during response activities. Whereas the CEOP provides general guidance for "what" needs to be accomplished, the policies, Job Aids, and Resource Manual address "how" goals and objectives would be accomplished.

Table of Contents

1. Introduction

1.1 Purpose

This Comprehensive Emergency Operations Plan (CEOP) is designed to provide general information about how Ramsey County and its communities will prepare for, respond to, and recover from large incidents. All actions, roles and responsibilities, agency operations, and functions are assumed to be performed as effectively as possible given operational constraints. Agencies, organizations, and departments are assumed to perform in good faith within their constrained and limited operational capabilities.

The purpose of this plan is to ensure the effective, coordinated use of resources (including facilities, equipment, personnel, and skills of County and community groups) to:

- Maximize the protection of life and property throughout all of Ramsey County.

- Ensure the safety of the government workforce, those in the government's care and in government facilities.

- Ensure the continuity of government.

This CEOP serves as the Emergency Operations Plan (EOP) for Ramsey County and most of its municipalities. A list of all municipalities located within Ramsey County, including descriptions of each, may be found at https://www.ramseycountymeansbusiness.com/business/site-selectors/community-profiles. Any municipality that does not choose to adopt this plan as their municipal EOP is required to develop its own plan and file copies of that plan with Ramsey County Emergency Management & Homeland Security (RCEMHS). Currently, the cities of Saint Paul, St. Anthony, Spring Lake Park, and Blaine and the University of Minnesota maintain separate plans. Statements of acceptance of this Plan and the use of the National Incident Management System (NIMS), adopted by the various municipal governments through Resolution, will be maintained by RCEMHS.

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This CEOP and its annexes have been created with the understanding that critical tasks and key operational activities are applicable to municipalities first, unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested. Further, nothing in this Plan alters or impedes the ability to carry out the existing authorities of the municipalities and County governmental agencies to perform their incident management responsibilities under the law.

The CEOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines, including the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 version 3.0. In addition, this plan is compliant with State of Minnesota crosswalk requirements (MN Walk) and the Emergency Management Accreditation Program (EMAP) standards.

The CEOP utilizes information regarding hazards and risk impacting the County from the Ramsey County, Minnesota Multi-Hazard Mitigation Plan (MHMP). The MHMP represents the efforts of Ramsey County

and its local governments to fulfill the responsibility for hazard mitigation planning. The intent of the plan is to reduce the actual threat of specific hazards by limiting the impact of damages and losses. The CEOP references hazards identified in the MHMP. If there is a discrepancy between the two plans regarding hazard identification or hazard information, the MHMP is to be regarded as the source for the formal analysis of hazards and the most current and correct source for hazard information.

The Plan is intended to be utilized for both municipal and County operations, in conjunction with applicable local policies and procedures, Minnesota Statutes Chapter 12: Emergency Management, the State of Minnesota Emergency Operations Plan, and the National Response Framework (NRF). It is designed to conform to the requirements of the NIMS. Following NIMS guidance, this CEOP incorporates the use of the Incident Command System (ICS), mutual aid, and multi-agency and interagency coordination. It is designed to be read, understood, and tested before an incident.

The CEOP is divided into three parts.

Base Plan. The Base Plan identifies incident response policies, describes the response organization, and assigns tasks. In addition, the Base Plan:

- Identifies individual roles and responsibilities.

- Describes the concept of emergency operations and the overall operational approach to incident response.

- Describes how RCEMHS integrates into NIMS and the NRF.

- Serves as an operational plan and a reference document and may be used for pre-incident planning as well as emergency operations.

- Will be utilized in coordination with applicable local, state, and federal contingency plans.

- Identifies the components of Ramsey County and establishes associated protocols required to effectively respond to, manage, and recover from incidents.

- Establishes the operational organization that will be relied upon to respond to an incident.

- Articulates the operational priority of serving high-risk, disproportionately impacted persons, including diverse populations and those with disabilities, access, and functional needs (DAFN).

- Includes a list of tasks to be performed by position and organization.

- Describes the structure for all direction, control, and coordination activities.

- Describes essential information common to all operations identified during the planning process.

- References Memoranda of Understanding (MOUs) and Memoranda of Agreement (MOAs), both intra- and interstate, including the Emergency Management Assistance Compact (EMAC).

- Addresses policies on keeping financial records, tracking needs, use of resources, and sources.

- Discusses the overall approach to plan development and maintenance responsibilities.

- Provides the legal basis for emergency operations and activities in listing authorities and references.

Functional Annexes. Annexes focus on the operational functions that are critical to a successful response and define who is responsible for carrying them out. They describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after an incident or event. The annexes also identify Ramsey County's existing capacity to carry out functions and establish preparedness targets to support the jurisdiction in maintaining or augmenting the identified level of response capacity.

Support Sections and Documents. This section includes the municipal letters of promulgation and appendices, acronyms, glossary, legal authorities, references, and documents that support the previous two sections. In addition, this includes the Job Aids that document the roles and responsibilities of the Incident Management Team (IMT) when activated.

1.2 Scope

The policies, procedures, and provisions of the CEOP apply to all adopting agencies and individuals, public and private, having responsibilities for emergency preparedness, prevention, response, recovery, and mitigation in Ramsey County. This includes, but may not be limited to, Ramsey County government, municipalities, school districts, special districts, utilities, community-based organizations (CBOs), and state and federal agencies. For the purposes of the CEOP:

- Ramsey County (county) refers to the geographic area.

- Ramsey County government (County) refers to the political entity established in 1849.

- Incident refers to any incident that exceeds the normal response operations of emergency officials and which requires additional support and coordination. This includes incident, event, emergency, disaster.

The intended audience for the CEOP consists of Ramsey County government and municipal departments, elected officials, response agencies, sub-jurisdictions, CBOs, and the private sector. This CEOP is also a reference for partners from other jurisdictions, state and federal agencies, and interested members of the public. It is intended as an overview of emergency management preparedness, response, and recovery activities as carried out by RCEMHS.

As an operational plan, the CEOP does not cover response tactics. Tactics are described within the threat-specific plans and procedures that guide detailed response activities created and maintained by the relevant agencies. These documents are cited within the text and are listed in the references section. During the use of other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

Each organization identified in the CEOP is responsible for the development, implementation, and exercising of policies, procedures, instructions, and standard operating guides (SOGs) or checklists that demonstrate awareness and understanding of the emergency management concepts contained in this CEOP.

The CEOP may be activated in response to any extraordinary situation associated with any hazard, natural or human-caused, which may affect Ramsey County, and which generates situations requiring planned coordinated responses by multiple agencies or jurisdictions. It may also be activated to oversee

large-scale public events that may benefit from the organization and coordination provided by its structure.

Information provided within the Plan is guidance, not policy. Decisions about the best approach for a disaster response and subsequent recovery are influenced by many factors and will be determined based on the best information available at the time.

1.3 Planning Assumptions

The CEOP was developed with the following assumptions:

- Everyone within Ramsey County deserves appropriate care and consideration in emergency situations, regardless of their situation or demographic.

- Access to emergency services shall not be denied on the basis of race, color, national origin, religion, sex, age, or disability. The needs of diverse populations shall be identified and planned for as directed by policymakers and according to federal regulations.

- Ramsey County's high population density and urbanized land use mean that emergencies have a significant likelihood of escalating rapidly, necessitating a forward-leaning policy.

- Incidents will vary in form, scope, and intensity, from an area in which the devastation is isolated and limited, to one that is wide-ranging and extremely devastating. For this reason, planning efforts shall be conducted in a way that allows response to be flexible and scalable.

- Effective prediction and warning systems have been established that make it possible to anticipate some incidents that may occur throughout the jurisdiction or the general area beyond the jurisdiction's boundaries.

- Officials will respond to all incidents under the assumption the situation is urgent, and time is of the essence.

- An incident will require a prompt and effective response and recovery operations using resources from Ramsey County government departments, disaster relief agencies, volunteer organizations, and the private sector.

- When an incident occurs, all Ramsey County government departments and municipalities will put their respective plans and standard operating procedures (SOPs) into limited or full activation as necessary, integrating those plans and procedures with the actions described in the CEOP. Each municipality maintains their own SOPs that are disseminated to staff and others required to respond to emergency situations.

- Essential services will be maintained for as long as conditions permit and will be restored as quickly as possible. Many essential services are owned and operated by private sector partners.

- RCEMHS's intention is that the County and municipalities will be able to respond effectively without external assistance for the majority of incidents, but also, to build strong regional and state partnerships to support an integrated effort if necessary.

- Some incidents may be of such magnitude and severity that outside assistance is required. When locally available resources are insufficient to respond to and/or recover from the incident,

RCEMHS will request assistance from neighboring jurisdictions through mutual aid, or state assistance from the State of Minnesota. If needs exceed State resources, the EMAC may be activated and/or federal assistance may be requested.

- Mutual aid, state, and federal assistance, when provided, will supplement, not supplant, the relief provided by Ramsey County government.

- Outside assistance, especially federal assistance, may take up to 72 hours or longer to arrive. Considering this assumption, assistance will be requested as soon as the need for it is anticipated.

- Planning will make use of and integrate with regional, state, and federal response and recovery plans, protocols, and frameworks, including but not limited to compliance with ICS, NIMS, and NRF, to ensure efficient operational integration.

- Due to the reasons listed above, it is in the best interest of Ramsey County government, its municipalities, and its residents to build a culture of preparedness; to integrate emergency management considerations into all government planning processes, to build strong regional partnerships with neighboring emergency management and response agencies, and to promote individual readiness throughout the community.

The CEOP relies upon the following common definitions for incidents, events, emergencies, and disasters:

- **Incident:** any occurrence that requires public safety response actions to minimize impacts to life, property, economy, and/or the environment. Incidents may be short or long in duration, and multiple incidents may be occurring consecutively. All events, emergencies, and disasters are incidents, however, not all incidents will rise to the level of event, emergency, or disaster which necessitate the activation of the CEOP.

- **Event:** pre-planned or anticipated activities that require significant resources from government, private sector, and community organizations. Events gather large crowds which may be vulnerable in the case of a natural, technological, or human-caused emergency or disaster.

- **Emergency:** an incident that overwhelms the day-to-day resources of a jurisdiction. The jurisdiction may seek external assistance to support response and recovery actions to protect life safety.

- **Disaster:** an incident that overwhelms a jurisdiction's governance model to the degree that the continuity of public safety and/or civic services is threatened or disrupted. The jurisdiction requires external assistance to support response and recovery actions to protect life safety.

1.4 Situation Overview

The development of the CEOP is based on the hazard and vulnerability analysis identified in the MHMP. The following sections will provide a brief overview of Ramsey County as well as associated hazards and vulnerabilities.

1.4.1 HAZARD ANALYSIS OVERVIEW

1.4.1.1 Geography
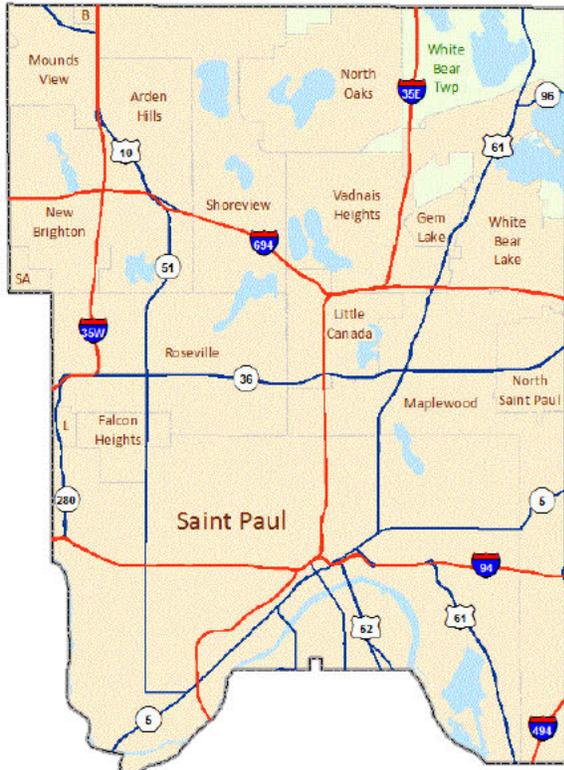
Figure 1: Ramsey County Geography

Ramsey County is in east central Minnesota. It is at the center of the Seven-County Metro Area. Four counties surround Ramsey County: Hennepin to the west, Dakota to the south, Washington to the east, and Anoka to the north. Of the 87 counties in the state of Minnesota, Ramsey County is geographically the smallest (170 square miles) but is the most densely populated. Saint Paul is the county seat and the largest city in the county.

The cities located in Ramsey County are Arden Hills, Blaine, Falcon Heights, Gem Lake, Lauderdale, Little Canada, Maplewood, Mounds View, New Brighton, North Oaks, North Saint Paul, Roseville, St. Anthony, Saint Paul, Shoreview, Spring Lake Park, Vadnais Heights, and White Bear Lake. White Bear Township is the only township in the county.

1.4.1.2 Population

Ramsey County has a population of 552,352 (2020 Census Data) and remains the most densely populated county in the state (Prather & Webster, 2022). After a decade of growth, Ramsey County's population declined by 8,223 people (1.5% of the population) between 2020 and 2021 (Prather & Webster, 2022). The racial and ethnic makeup of Ramsey County's population, as of the 2020 Census, is depicted in Figure 2. Ramsey County is more diverse than the state and the nation (U.S. Census Bureau, 2021). Additional demographic and population information is available through the Ramsey County Open Data Portal (Ramsey County, 2022b).

Race and Ethnicity Population (2020 Census)	
White	66.1%
Black or African American	13.4%
American Indian and Alaska Native	1.0%
Asian	15.7%
Pacific Islander	0.1%
Two or more races	3.8%
Hispanic or Latino	7.7%
White alone, not Hispanic or Latino	59.9%

Figure 2: Ramsey County Race and Ethnicity Population. Source: United States Census Bureau https://www.census.gov/quickfacts/ramseycountyminnesota

1.4.2 DESIGNATED AREAS OF INTEREST

Areas of interest highlight some of the values at risk within Ramsey County.

Significant areas of interest in Ramsey County include but are not limited to:

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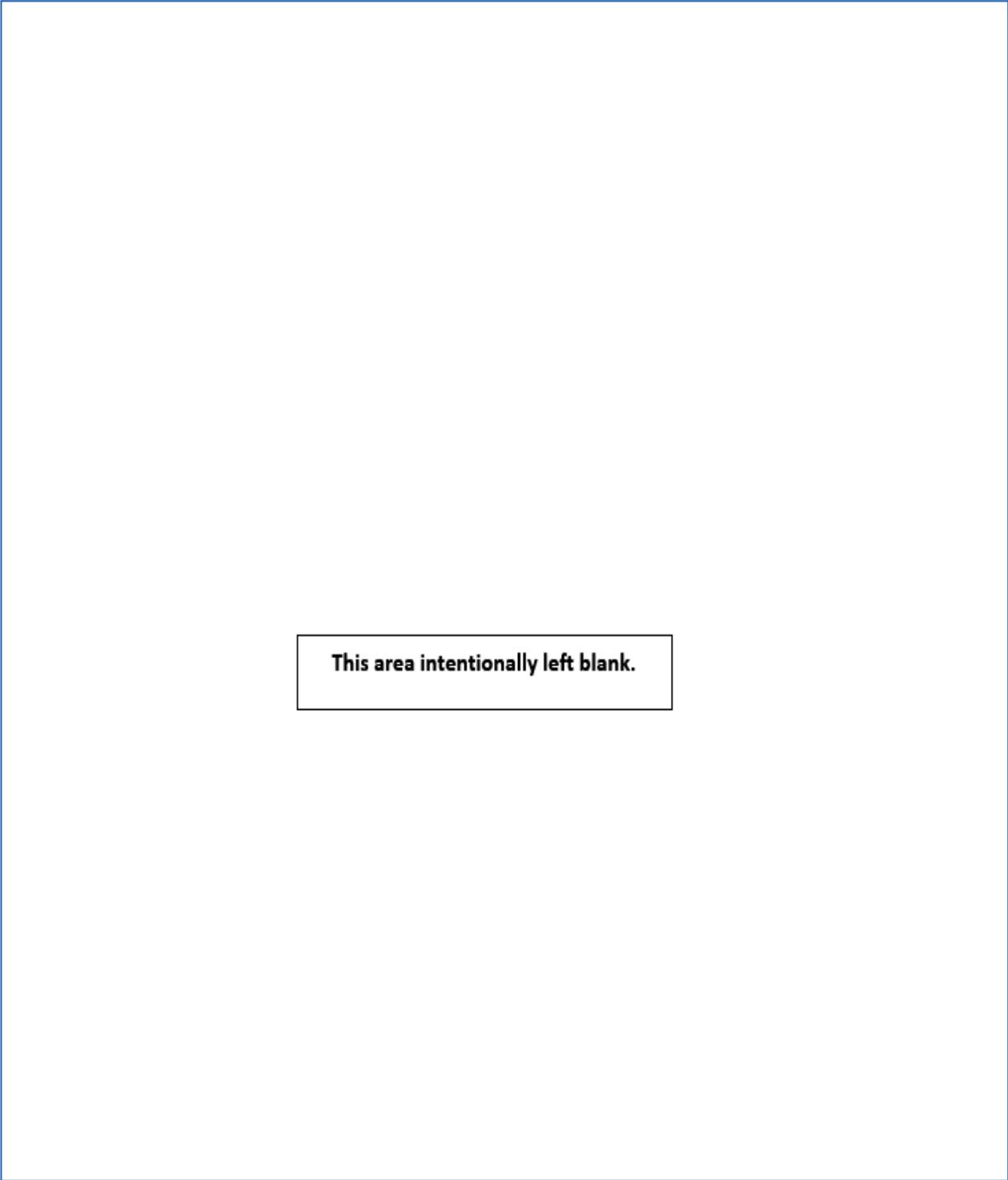
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1.4.3 SPECIAL EVENTS

Ramsey County hosts a number of special events annually, including the Minnesota State Fair, major and minor league sporting events, road races, festivals, and conferences. It is important to know if any special events are occurring in Ramsey County in advance of any notice or no-notice incidents (when feasible). Decision-makers may have to adjust the parameters of response operations due to added concerns for life safety and resource needs identified during event pre-planning.

The determination of whether a special event requires pre-planning and EOC monitoring is largely determined by the scale of the event, the resources within the host jurisdiction, and any requests for support from the host jurisdiction to RCEMHS. A large special event in a metro jurisdiction may not

require additional support from RCEMHS (although it is available upon request), whereas a small event in another jurisdiction may require such support.

1.4.4 INFRASTRUCTURE AND ECONOMIC BASE

There is a highly sophisticated transportation system in place ██████████████████████

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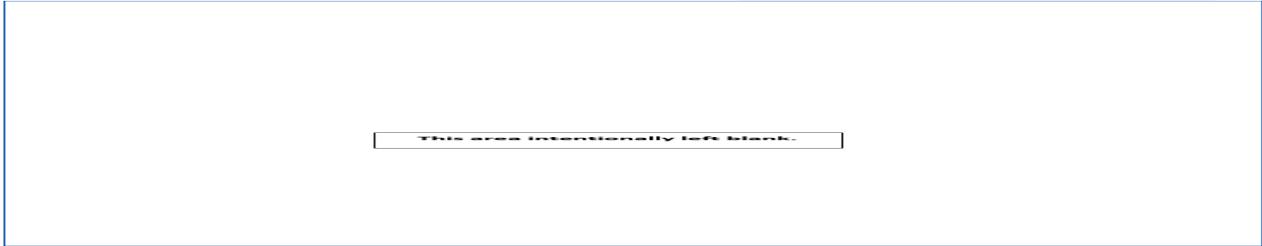
Major job hubs exist in Downtown Saint Paul, Maplewood at the 3M Campus, western Roseville, Saint Paul's Midway, and along the I-694 Corridor (Ramsey County, 2022a). Ramsey County is dominated by the education, health care, and social services industries, with 28.2% of jobs in the county. Professional/business services, manufacturing, retail, and recreation are also major components of the county's economy.

According to the 2020 American Community Survey five-year estimates, the median household income in Ramsey County was $67,238, compared to a Minnesota average of $73,382. The percentage of the county's population living below the poverty level was 13.4%, compared to 9.3% for the state of Minnesota (U.S. Census Bureau, n.d.). According to Ramsey Open Data, a significant portion of Ramsey County residents rely upon county social service programs, including cash assistance (39,287 persons), Supplemental Nutrition Assistance Program (SNAP) (86,017 persons), and medical assistance (187,530 persons).

1.4.5 HAZARD PROFILE

The MHMP contains a comprehensive hazard analysis that reviews the hazards that have affected or have the potential to impact Ramsey County. The MHMP is updated every five years per federal requirements. The plan contains information on the wide range of natural, human, and technological hazards the jurisdiction is vulnerable to, as well as the history of hazards and potential for future hazards. For further information on hazards, please refer to the MHMP. These hazards can affect the safety of residents, damage or destroy public and private property, disrupt the local economy, and negatively impact the quality of life.

Tornadoes	Windstorms	Lightning	Hail	Flash and Riverine Flood	Severe Winter Storms
Extreme Cold	Extreme Heat	Drought	Wildfire	Landslides and Erosion	Dam Failure
Epidemics/ Pandemics	Terrorism	HAZMAT Spills	Energy/Fuel Shortage	Power Failure	Aircraft Accident
Critical Facilities and Infrastructure Loss	Civil Disturbance	Cyber Attack	Invasive Species		

Figure 3: Summary of Select Hazards. Source: Ramsey County, Minnesota Multi-Hazard Mitigation Plan

1.4.6 VULNERABILITY ASSESSMENT

FEMA developed the Resilience Analysis and Planning Tool (RAPT) to support emergency managers in examining the relationships between census data, infrastructure, and hazards. RAPT includes 20 Community Resilience Indicator Analysis (CRIA) indicators to assess community resilience, as depicted in Figure 4.

In addition, social vulnerability data are available at the census tract level within Ramsey County. The County's Open Data Portal contains an interactive map of Social Vulnerability Index scores and data from the 2018 American Community Survey. The Social Vulnerability Index (SVI) score operates on a scale from 0 to 1, with higher scores indicating a higher degree of population vulnerability to external stresses such as emergencies. Census tracts surrounding Saint Paul in the southeast corner of Ramsey County maintain vulnerability scores greater than 0.76, considered to be very vulnerable. (*Centers for Disease Control https://www.atsdr.cdc.gov/placeandhealth/svi/index.html*)

CRIA Indicators		Connection to Resilience
Percentages of County Population		
Residents over age 65	14.09%	This group tends to be less mobile, require assistance, and face difficulties in preparing for disasters.
Residents with a disability	11.63%	Individuals with disabilities are vulnerable to physical, social, and economic changes. Having functional, mobility, or access needs can make responding to disasters more challenging.
Residents without a high school diploma	9.72%	Higher levels of education are associated with health, improved ability to communicate. Higher levels of education indicate a strong labor force and greater access to community resources.
Unemployed residents	4.5%	High employment levels contribute to a healthy economy, supporting community resilience.
Residents lacking health insurance	5.3%	Critical component of community well-being
Households with limited English proficiency	5.45%	English proficiency improves the ability to communicate and access community resources.
Percent of mobile homes	1.48%	Susceptible to disasters, indicate rural sprawl
Owner-occupied housing rate	56.48%	Homeownership marks economic strength.
Single parent households	22.28%	Single parent households often have fewer sources of social support and economic resources, making disaster recovery more difficult.
Vacant rental rate	4.20%	Capacity to house displaced residents post-disaster
Households without a vehicle	10.03%	Supports livelihoods, enables mobility
Income inequality (GINI Index)	0.46	Distribution of resources can impact response.
Religious adherents	50.40%	Measure of social connectivity
General Social / Population Data		
Median household income	$64,660	Research shows a strong correlation between financial resources and disaster resilience.
Health practitioners per 1,000	21.49	Linked to overall physical and mental health
Public school per 5,000	2.30	Measure the community's ability to provide safe shelter and maintain schooling after disasters
Hotels/Motels per 5,000	0.43	Shelter capacity for evacuees
Social and civic organizations per 10,000	1.39	Indicates level of community engagement, networking, and trusted relationships
Hospitals per 10,000 people	0.11	Represents essential community infrastructure, supporting overall health and emergency care
Population change as a standard deviation	0.01	Familiarity can help individuals respond to disasters. Longer-term residents have a stronger attachment, and sense of community investment post-disaster.
Aggregate Resilience Indicator	0.13	Within one standard deviation of national average

Figure 4: Ramsey County CRIA Indicators. Source: FEMA's Resilience Analysis and Planning Tool (RAPT)

1.4.7 CAPABILITY ASSESSMENT SUMMARY

A capability assessment provides part of the foundation for determining the type of emergency management, preparedness, and mitigation strategy. The assessment process also identifies gaps or weaknesses that may need to be addressed through preparedness planning goals and actions deemed practical, considering the jurisdiction's capabilities to implement them. Finally, the capability assessment highlights the positive measures that are in place or underway for continued support and enhancement of the jurisdiction's preparedness and response efforts.

As an established organization, RCEMHS has the capabilities to perform the necessary incident response duties outlined in this CEOP. As outlined in the MHMP, RCEMHS has identified the response capabilities and resources (equipment, personnel, etc.) necessary to respond to an incident.

Figure 5: Social Vulnerability in Ramsey County. Source: Ramsey County Open Data Portal https://opendata.ramseycounty.us/

For in-depth information on RCEMHS's capabilities, please refer to the MHMP as well as the Preparedness Targets section within each functional annex.

1.5 Commitment to Equity, Inclusion, and Cultural Competency

RCEMHS incorporates an inclusive approach into its CEOP planning, operations, and communications as the primary agency responsible for meeting the required needs of all populations within the County. The CEOP adheres to federal guidance known as a "whole community" approach to meet the legal intent and humanitarian spirit of a response that is equitably inclusive, both geographically and demographically. As a concept, whole community is a means by which residents, organizational and community leaders, emergency management practitioners, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. Therefore, the CEOP and all associated appendices are intended to ensure policies, program services, and communications equitably serve all individuals, with priority given to disproportionately impacted populations, who reside in, work in, or visit Ramsey County. Ensuring the safety and health of the county's diverse populations and individuals with DAFN who may be disproportionately impacted in a disaster is a top priority during response.

Historically, hazard events have more deeply affected socially vulnerable populations. Nuanced social vulnerabilities often come from the social and physical environment in which a person is embedded.

Vulnerable populations are recognized in the disaster response context as potentially having exacerbated safety concerns.

Marginalized populations are groups and communities that experience discrimination and exclusion (social, political, and economic) because of unequal power relationships across economic, political, social and cultural dimensions. Marginalized populations have become touchpoints of concern across the nation, including during disaster response, with COVID-19 highlighting many long-standing systemic health and social inequities that have put communities of racial and ethnic minorities at risk. RCEMHS and all disaster response partner organizations are committed to assist individuals who traditionally may face discrimination and are vulnerable to exploitation or victimization.

Social demographic needs that shall be considered, include, but are not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; as well as geographic location. In the context of elevated social vulnerabilities, the ability of these and other diverse populations located throughout the County to safely respond to an unfolding disaster may not be the same as more mainstreamed populations.

RCEMHS is committed to respond to diverse populations with culturally inclusive and equitable access to the same services, aids, and benefits, and in the same manner for all. Additionally, the County and municipalities ensures cultural competence in disaster preparedness and response policies, processes, protocols, service delivery and communications about the services. Persons representing the diverse demographics of local jurisdictions will be engaged and integrated into planning and operational response activities, and their input and feedback incorporated to provide quality assurance of inclusive practices. Disaster responders are supported by agency leadership in building professional skills for interacting sensitively, effectively, and professionally with persons from diverse cultural, socioeconomic, educational, racial, ethnic, and professional backgrounds, age groups, and lifestyle preferences.

As local demographics within the County shift, new community champions emerge, and response needs evolve, all formal and informally designated responders (e.g., formal emergency management staff, Disaster Service Workers, CERT members, enlisted volunteers) will maintain a dedicated effort to cultural inclusion, diversity, and equity throughout all emergency operations.

1.5.1 INDIVIDUALS WITH DISABILITIES, ACCESS, AND FUNCTIONAL NEEDS (DAFN)

Prioritized support of individuals with DAFN is a critical piece of RCEMHS's approach to equity, social justice, and inclusion. The Americans with Disabilities Act (ADA) defines a person with a disability as a person who has a physical or mental impairment that substantially limits one or more major life activities. This includes people who have a record of such an impairment, even if they do not currently have a disability. For example, an individual undergoing treatment for cancer (which substantially limits one or more major life activities) could be classified as having a disability even once they are in remission. It also includes individuals who do not have a disability but are regarded as having a disability. Under the ADA, a person with a disability is one who:

- Has a physical or mental impairment.

- Has a record of such an impairment.

- Is regarded as having such an impairment.

Examples include:

- An individual has an impairment that does not substantially limit a major life activity, or substantially limits a major life activity only as a result of the attitudes of others toward them.

- An individual does not have any impairment but is treated by an entity as having an impairment.

For this CEOP, DAFN is defined as populations with an impairment that may cause additional needs. Individuals in need of additional response assistance may include but are not limited to those who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, transportation disadvantaged, those who are dependent on public transit, or those who are pregnant.

Ramsey County works to ensure all emergency operations are compliant with the ADA and are accessible to all individuals. Addressing the needs of persons with DAFN is a top priority in both the services and communications about the services. Ensuring accessibility complies with federal laws governing the ADA directives. All communications, procedures, shelters, and facilities addressed in the CEOP comply with ADA regulations, and ADA compliance is an important benchmark as new communications, procedures, and facilities are utilized in the emergency operations.

ADA compliance in emergency management applies throughout all phases, including but not limited to, notification, communication, preparation, evacuation, transportation, sheltering, temporary housing, medical care, recovery, decontamination processes, commodity points of distribution (C-POD), and points of dispensing (POD) areas.

The Americans with Disabilities Act Accessibility Guidelines (ADAAG) covers the scoping and technical requirements necessary to ensure that buildings and facilities are accessible. The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA) also mandates integration and equal opportunity for people with disabilities in general population emergency shelters. The key concepts of non-discrimination are:

- Self-Determination

- There is no "one size fits all"

- Equal Opportunity

- Inclusion

- Integration

- Physical Access

- Equal Access

- Effective Communication

- Program Modifications

- No Charge

(Source: FEMA's Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters [2010])

1.5.2 INCLUSIVITY PLANNING CONSIDERATIONS

Inclusive planning considerations for this CEOP include, but are not limited to, the following:

- Planning for disproportionately impacted, at-risk, or people with access and functional needs is an integrated layer throughout all emergency preparedness, response, and recovery activities and functions.

- Expertise and cultural inclusion based on the situational awareness will be made available to field and tactical operations, including knowledge of the impacts on disproportionately impacted individuals.

- Appropriate maps, data, and situational awareness regarding disproportionately impacted individuals, particularly diverse populations and those with DAFN, will be prioritized to support equitable policy decisions and response efforts.

- Communications, transportation, and sheltering accessibility are often the three areas most repeatedly identified as needing improvement in relation to disproportionately impacted individuals and/or people with DAFN, and as such should be prioritized in response efforts.

- The term "whole community planning" includes the business community as well, and they should be incorporated into inclusive planning efforts in preparedness and response.

- Identifying languages and communicating actionable messages using a variety of technologies to address the needs of people with DAFN in multiple languages is necessary.

- Diverse communities are made up of individuals with varied communication and messaging styles and preferences, and outreach communication strategies need to incorporate a wide variety of methodologies to adequately address everyone.

- There will be different populations affected during different incidents; and with functional variables associated with transience (visitors, travelers, workers, etc.); their needs will vary and the EOC staff will need to recognize language and service needs to respond appropriately.

- Disproportionately impacted individuals live throughout Ramsey County and may commonly be found in neighborhoods lacking adequate resources on a daily basis (e.g., areas with limited access to fresh, healthful foods, accessible transportation, accessible housing, access to health maintenance services).

- The County's DAFN Coordinator will participate in RCEOC operations to coordinate response activities, resources, and support partnerships with community- and faith-based organizations and other VOADs required for ensuring equitable, quality response during an activation.

2. Concept of Operations

2.1 Operational Priorities

During response and recovery, RCEMHS's activities are focused on standard operational priorities. Actions taken during a response will be prioritized based on the following:

| Life safety | Incident stabilization | Support and sustain survivors | Maintain and restore critical lifelines and other essential services | Protect the environment | Preserve local culture & heritage |

Figure 6: Ramsey County Operational Priorities

2.2 Continuity of Operations / Continuity of Government

Continuity of Operations Planning (COOP) ensures the county can continue to provide essential county services and governance to the citizens of Ramsey County. Events can be minor like a short-term staff shortage or a major disruptive event such as the destruction of vital resources or loss of a structure. County departments have identified essential functions and required resources to provide services required by county ordinances, state and federal laws or regulations. A large incident could result in the death or injury of key government officials, destruction of established seats of government, and damage to public records that are essential to continued operations of government.

Throughout an incident, regardless of circumstances, Ramsey County government must continue to function so that it may provide continuity of effective leadership, direction of emergency operations, and management of recovery operations. Essential functions and sufficient resources and planning alternatives of the County have been identified and COOP Plans for all County agencies are in place and updated at least annually by each agency. The COOP Plan is not reproduced in this CEOP.

The County's other role under this plan is the coordination of all municipal emergency management efforts in responding to and recovering from incidents resulting from natural, technological, and human-caused hazards. County agencies such as Social Services, Corrections, and Saint Paul Ramsey County Public Health (SPRCPH) are the sole providers of their services countywide. RCEMHS is the lead coordinating agency for all aspects of emergency management and homeland security countywide and is the point of contact and coordination between the municipalities and state and federal emergency management. The Ramsey County Sheriff's Office (RCSO) serves as the primary law enforcement agency for seven communities as well as having countywide law enforcement roles. The Ramsey County Medical Examiner's Office serves as the Medical Examiner to Ramsey County, and 19 other counties in the State of Minnesota.

COOP Plans for County service teams, departments, and offices include the following:

- Orders of succession and delegations of authority

- Key contacts and teams

- Instructions for the preservation of vital records and resources

- Alternate facilities and worksites

- Communications and alert notifications

- Identification and plans for the continuation of essential functions

- Devolution and Reconstitution

- Testing, training, and plan maintenance

2.2.1 MISSION ESSENTIAL FUNCTIONS

During such times when normal operations are disrupted by any incident, Ramsey County government must prioritize its resources and focus its efforts on those functions that are considered essential. While incidents cannot always be prevented, many can be mitigated through advance planning to protect government assets and recover rapidly in an organized and coordinated manner. The Ramsey County Continuity of Government (COG) plan serves as the framework for coordinating the recovery of essential functions across County government. This is accomplished through individually- established COOP Plans which address an organizations' functions and processes. Municipalities within Ramsey County may maintain standalone COG plans specific to their jurisdiction.

Ramsey County's COG objectives are as follows:

- Ensure uninterrupted command, control, and leadership of Ramsey County.

- Protect critical facilities, systems, equipment, and records.

- Become operational within three business days (or sooner) and maintain capability for up to 30 days (or until primary facility is restored to full operation).

- Resume technology operations and support for time-sensitive business operations in the event existing technology processing has been rendered inoperable.

- Reduce the operational effects of a disaster on time-sensitive business operations through a set of pre-defined and flexible procedures to be used in directing recovery operations.

- Resume production processing of the most time-sensitive computer systems, network services and applications within three business days (or sooner) following the disruptive event.

- Provide a proper work environment for displaced staff while their facilities and their contents are being restored.

- Resume and maintain adequate service levels to residents and businesses of Ramsey County.

- Additional information may be found in the Ramsey County COG Plan and/or the distinct plans developed by each County department.

2.2.2 ORDERS OF SUCCESSION

Orders of Succession are provisions that enable an orderly and predefined transition of leadership should Ramsey County's leadership become incapacitated or otherwise unavailable during a continuity event. The order of succession may be lateral, hierarchical, or designated by an individual's special skill set. Plans refer succession by name, except for the positions listed below.

The order of succession for the Ramsey County Manager is as follows:

- Deputy County Manager (DCM) Economic Growth and Community Investment
- DCM Information and Public Records
- DCM Health and Wellness
- DCM Safety and Justice
- Director of Finance

The order of succession for the Ramsey County Board of Commissioners is as follows:

- Chair
- Vice Chair

The Order of succession for the Director of the RCEMHS is as follows:

- Deputy Director
- Coordinator – Northwest County Cities, Mitigation and Operations
- Coordinator – Northeast County Cities & Urban Area
- Coordinator – Central & Southeast County Cities Weather and Outreach
- Coordinator – Southwest County Cities, COOP

2.3 National Incident Management System

NIMS guides all levels of government, non-governmental organizations (NGOs), and the private sector to work together to prevent, protect against, mitigate against, respond to, and recover from incidents. NIMS provides stakeholders across the Whole Community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems, including ICS and EOC structures that guide how personnel work together during incidents. NIMS applies to all incidents, from traffic accidents to major disasters.

2.3.1 GUIDING PRINCIPLES

NIMS is guided by the following principles:

- **Flexibility.** NIMS components are adaptable to any situation, from planned special events to routine local incidents to incidents involving interstate mutual aid or federal assistance. Some incidents need multiagency, multijurisdictional, and/or multidisciplinary coordination. Flexibility allows NIMS to be scalable and therefore applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.

- **Standardization.** Standardization is essential to interoperability among multiple organizations in incident response. NIMS defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations. NIMS defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various organizations involved. NIMS also includes common terminology, which enables effective communication.

- **Unity of Effort.** Unity of effort means coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

2.3.2 COMMAND AND COORDINATION

RCEMHS responds to incidents using ICS, a primary component of NIMS. This standardized incident management concept allows responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. ICS is based on a flexible, scalable response organization. This organization provides a common framework within which people can work together effectively. Because response personnel may be drawn from multiple agencies that do not routinely work together, ICS is designed to establish standard response and operational procedures. This reduces the potential for miscommunication and coordination problems during incident response.

Primary tenants of ICS/NIMS reflected in RCEMHS response include:

- Incidents are managed at the lowest possible jurisdictional level and supported by additional capabilities as needed. The on-scene incident commander (IC) is responsible for the command and control of specific activities at the incident site and the Incident Command Post (ICP).

- The Ramsey County Emergency Operations Center (RCEOC) is the primary location from which Ramsey County government provides support and coordination during a large or complex incident to the ICP.

- Municipalities will activate municipal EOCs as their local coordination site.

- DOCs are activated by individual County and/or municipal government departments to manage information and resources assigned to the incident.

- Municipal government and local organizations will provide resources to assist in emergency preparedness, response, and recovery operations.

- In an incident that exceeds the resources and/or capability of a municipality, the municipality can request the use of County resources. If the incident exceeds the resources and/or capability of Ramsey County, the County can request the use of state resources. MN Statutes Chapter 12 outlines requirements and protections for inter-jurisdictional emergency assistance and mutual aid.

- If the incident is of such magnitude that federal assistance is approved, the federal agencies will operate in support of local, county and state jurisdictions.

Additional information about the NIMS, including the use of the ICS, EOCs, policy groups and Joint Information Centers (JICs), can be found in *FEMA's National Incident Command System* guidance document.

2.4 Emergency Management Mission Areas

RCEMHS recognizes that incidents are cyclical events that are recurrent in nature. There are five acknowledged mission areas of emergency management, and at any given moment the community will be operating in one or more of these areas.

2.4.1 PREVENTION

Prevention includes core capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas which are all-hazards by design, prevention-related activities are focused on terrorist threats.

Examples of prevention activities in Ramsey County include:

Figure 7: Emergency Management Mission Areas

- Compliance with national standards and federal, state, and local laws.

- Legislative awareness.

- Continuing education and training.

- Threat and Hazard Identification and Risk Assessment (THIRA) and Hazard Identification and Risk Assessment (HIRA).

- Preparedness Report and Gap Analysis.

- Training and exercise plans.

- COOP Plan development and maintenance.

- COG Plan development and maintenance.

- Hazard Mitigation Plan (HMP) development and maintenance.

- CEOP development and maintenance.

2.4.2 PROTECTION

Protection includes core capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters.

Examples of protection activities in Ramsey County include:

- Develop the THIRA and Gap Analysis

- Develop and maintain inclusive emergency plans and procedures that serve the whole community, especially diverse populations and individuals with DAFN

- Identify organizational assets, challenges, and opportunities for integrating diversity, equity and inclusion into response and recovery policy, procedures and protocols

- Perform (as part of team) site vulnerability assessments for government facilities

- Monitor threat environment and provide notification of significant potential events to various agencies

- Monitor cyber security environment and provide notification of significant potential events to various agencies

- Monitor physical security environment and provide notification of significant potential events to various agencies

- Operate the Workplace Threat Assessment Team for prevention of workplace violence and threats to staff

- Institute cybersecurity processes

- Perform law enforcement patrols and crime prevention activities on land and water

- Install and monitor video surveillance, facility alarms and physical security systems, coordinate and manage security guards

- Monitor threat environment

- Institute disease prevention strategies

- Inspect facilities and services to prevent outbreaks

- Administer Certain Grant Programs

2.4.3 MITIGATION

Mitigation is an effort to reduce or eliminate the long-term risks to life, property, and wellbeing of community members. Mitigation focuses on the premise that individuals, the private sector, communities, critical infrastructure, and the nation are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

Examples of mitigation activities in Ramsey County include:

- Prepare and update Hazard Mitigation Plans

- Advise on potential post-disaster mitigation projects during recovery

- Critical Infrastructure and Key Resources (CIKR) assessments

- Local participation in the National Flood Insurance Program (NFIP)

- Provide public awareness, training, and education

- Improve inclusive, accessible emergency public education and emergency warning systems, processes and protocols

- Involve and engage diverse populations (e.g., DAFN, racial/ethnic, immigrant, and limited-English proficient) to develop and test training exercises that include specific scenarios around these populations.

- Obtain feedback from local participants to assess the effectiveness of drills and exercises.

- Support the development, adoption, and implementation of floodplain management codes

- Support the development, adoption, and implementation of building codes related to windstorms

- Workplace Threat Assessments

2.4.4 RESPONSE

Response includes the core capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that Ramsey County can effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

Examples of response activities in Ramsey County include:

- Inclusive, culturally competent public information

- On-scene coordination

- Municipal coordination

- Countywide coordination

- Statewide coordination

2.4.5 RECOVERY

During recovery, restoration efforts occur concurrently with regular operations and activities. The recovery period from an incident can be prolonged. Recovery encompasses timely restoration, strengthening, and revitalization of the infrastructure; housing, a sustainable economy, and the health, social, cultural, historic, and environmental fabric of a given community affected by a catastrophic incident.

Examples of recovery activities in Ramsey County include:

- Damage assessment

- Reentry

- Restoration of services/utilities

- Reunification centers

- Debris management

- Short-term recovery

- Temporary housing

- Long-term housing

- After-action report and analysis

2.5 Local Emergency Declaration and Request for Disaster Assistance

2.5.1 MUNICIPAL DECLARATION OF EMERGENCY

Municipalities may enact a declaration of local emergency (declaration) when capabilities are (or will become) insufficient to cope with the impacts of an incident. An example/template for a local emergency declaration is provided in Section 3: Support Sections and Documents.

Such declarations may only be made by the mayor or their legal successor. In these cases, the declaration is valid for up to three days, during which time the governing body will need to meet and reauthorize the declaration. Issuance, continuance, or termination of any municipal emergency declaration must be shared with the public and filed by the chief of the municipality's record-keeping agency. Further details on municipal declarations of emergency can be accessed in Minnesota Statutes Chapter 12, §12.29 (1996 & rev. 2021).

2.5.2 COUNTY DECLARATION OF EMERGENCY

Ramsey County may enact a declaration of local emergency (declaration) when capabilities are (or will become) insufficient to cope with the impacts of an incident, even if no municipal declarations have been issued. An example/template for a county emergency declaration is provided in Section 3: Support Sections and Documents.

The Director of RCEMHS will advise the Ramsey County Manager as to the need for a declaration and will provide the County Manager with the necessary documentation (Request for Board Action; Draft Resolution; declaration document). The County Manager will make the final recommendation to the chair of the Ramsey County Board of Commissioners. Such declarations may only be made by the chair or their legal successor.

The chair may sign the Declaration of Emergency without a formal meeting of the board. In these cases, the declaration is valid for up to three days, during which time the board will need to meet and reauthorize the declaration. Issuance, continuance, or termination of any county emergency declaration must be shared with the public and filed by the Chief Clerk of the Board of County Commissioners. Further details on county declarations of emergency can be accessed in the Minnesota Statutes Chapter 12, §12.29 (1996 & rev. 2021).

2.5.3 STATE DECLARATION OF EMERGENCY

The governor of Minnesota may, by proclamation, declare a national security emergency in all or any part of the state. The governor may exercise that proclamation for a period not to exceed 30 days.

The governor of Minnesota may declare a peacetime emergency only when "an act of nature, a technological failure or malfunction, a terrorist incident, an industrial accident, a hazardous materials accident or a civil disturbance endangers life and property and local government resources are inadequate to handle the situation." This peacetime emergency extends for up to five days unless extended by resolution by the Executive Council (up to 30 days). To declare, continue, or terminate the emergency, a proclamation must be filed with the secretary of state and shared publicly. Further details on state declarations of emergency can be accessed in the Minnesota Statutes Chapter 12, §12.31 (1996 & rev. 2021).

2.5.4 PRESIDENTIAL DECLARATION OF EMERGENCY

Purpose: Supports response activities of the federal, state, and local government. Authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing, and the distribution of medicine, food, and other consumable supplies.

Deadline: The governor must request on behalf of the local government within five days after the need for federal emergency assistance is apparent.

Supporting Information Required:

- All the supporting information required above

- A governor's proclamation

- Certification by the governor that the effective response is beyond the capability of the state

- Confirmation that the governor has executed the state's emergency plan

- Information describing the state and local efforts

- Identification of the specific type and extent of federal emergency assistance needed

2.5.5 PRESIDENTIAL DECLARATION OF A MAJOR DISASTER

Purpose: Supports response and recovery activities of the federal, state, and local governments and disaster relief organizations. Authorizes implementation of some or all federal recovery programs including public assistance (PA), individual assistance (IA), and hazard mitigation.

Deadline: The governor must request a federal declaration of a major disaster within 30 days of the incident.

Supporting Information Required:

- All supporting information required above and a governor's proclamation

- Certification by the governor that the effective response is beyond the capability of the state

- Confirmation that the governor has executed the state's emergency plan

- Identification of the specific type and extent of federal aid required

2.5.6 FEDERAL/STATE DISASTER ASSISTANCE THAT REQUIRES AN EMERGENCY PROCLAMATION

Local Government, Individuals, and Families:

- Reimbursement of extraordinary emergency costs

- Housing assistance, such as home repairs and temporary lodging/rental assistance

- Funds to repair damaged public facilities

- Personal property, medical/dental expenses

- Disaster unemployment benefits

- Hazard mitigation

- Crisis counseling

Please Note: *A local emergency proclamation and/or governor's proclamation is not a prerequisite for mutual aid assistance, Red Cross assistance, the federal Fire Management Assistance Grant Program, or disaster loan programs designated by the Small Business Administration (SBA) or the U.S. Department of Agriculture (USDA).*

Additional information including emergency declaration points of contact and orders of succession is available in the Resource Manual.

3. Organization and Assignment of Responsibilities

3.1 Overview

The CEOP is based on the premise that all incidents begin and end locally. Municipalities in Ramsey County retain authority for their response operations through the duration of an incident, with RCEMHS providing support and coordination.

Incident response is built on the concept of layers, in adherence to the principles of NIMS. The CEOP is designed to manage incidents at the lowest possible level, with assistance provided from partner agencies, neighboring jurisdictions, and state and federal support as requested and available.

The following sections describe how those responsibilities are broken down and distributed among County, municipal, and other stakeholders.

3.2 General Role of County Government

Ramsey County government's role during emergencies is twofold. First, it is responsible to ensure continuity of government functions and services to people within the county, as outlined in the COOP Plans. Second, the County supports the coordination of municipal efforts in responding to and recovering from emergencies.

3.3 Ramsey County Board of Commissioners

3.3.1 ROLE

Significant incidents require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community. Elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents.

3.3.2 RESPONSIBILITIES

- Evaluate and enact emergency resolutions and/or ordinances as necessary, such as declarations of county emergency.
- Establish strong working relationships with municipal leaders and residents. Coordinate with the leadership of impacted municipalities during an incident.
- Establish strong working relationships with core private-sector organizations, voluntary agencies, and community partners.
- Lead and encourage county department heads to focus on preparedness by participating in planning, training, and exercises.
- Support participation in local mitigation efforts.
- Understand and implement laws and ordinances that support emergency management and response.
- Ensure that the CEOP considers the needs of:

- The whole county, including municipalities, persons, property, economy, infrastructure, and the environment.

- Diverse population groups and individuals with DAFN, including those with service animals.

- Individuals with household pets.

- Encourage residents to participate in volunteer organizations and training courses.

- Interface with state and federal elected delegations during incidents and on an ongoing basis regarding county emergency management capabilities and needs.

- Officially act to establish emergency ordinances and policies as needed.

- Approve emergency contracts and purchases in accordance with County, state, and federal rules.

3.4 Ramsey County Manager

3.4.1 ROLE

The County Manager is the chief administrative official of the County; responsible, among many other things, for ensuring that public safety and welfare agencies and policies are in place. In most cases, the County Manager has delegated specific authorities to County department directors. The County Manager appoints or serves as the County Incident Manager for emergencies and disasters.

3.4.2 RESPONSIBILITIES

- Approval of Ramsey County assets being sent to support other jurisdictions (Ramsey County Board Resolution 2005-349) beyond the scope of existing MOAs and/or MOUs

- Plays an active role providing overall leadership and guidance for the development of a "culture of preparedness," both within the county workforce and throughout the community

- Assumes the lead for the administration in ensuring the county workforce is prepared for and capable of responding to incidents

- Leads the County Policy Group

- Recommends emergency declarations to the chair of the Ramsey County Board of Commissioners as necessary

- Activates additional RCEOC sections as necessary

- Maintains situational awareness of incidents within Ramsey County and informs the Ramsey County Board of Commissioners as necessary

- Approves emergency purchase of supplies, equipment, and services up to $100,000 without formal competitive solicitations, in accordance with Ramsey County Emergency Purchasing Policy 3.3.2 (Administrative Policy Chapter 3, Sec. 3) and pursuant to Administrative Code Section 3.40.33b.

- Activates the process to establish long-term recovery efforts

- Accepts monetary or donated goods under $10,000 in value in accordance with County Administrative Code 5.40.03 through County Board Resolution #97-374, passed September 9, 1997, and amended by Resolution 2003-159, passed May 13, 2003.

3.5 County Incident Manager

3.5.1 ROLE

The County Incident Manager (CIM) is the individual assigned to manage all aspects of the incident at the RCEOC for coordination and strategic planning. The CIM serves to establish an organization for countywide planning and coordination of the strategic needs of all incidents in the county, long-term coordination and recovery, and prioritizing and attempting to procure needed resources in support of all incident scenes within the county. The CIM is typically the Director of RCEMHS and functions (physically or virtually) from the RCEOC.

3.5.2 RESPONSIBILITIES

- Report to the policy group.
- Assesses impacts to community lifelines and advises the policy group regarding impacts.
- Reviews, approves, and promulgates Incident Action Plans.
- Advises the County Manager on any County declarations of emergency.
- Approves incident messaging in coordination with the Public Information Officer (PIO).
- Reviews contracts in coordination with the Finance Section Chief.
- Activates RCEOC elements as appropriate for the scale of the incident.
- Ensures the RCEOC has adequate staffing and resources to support the County's incident response.
- Provides planning and operational recommendations to the Ramsey County Manager as appropriate.

3.6 Sheriff

3.6.1 ROLE

The Sheriff may serve in an operational role by providing resources, direction, and leadership. As an independently elected body, the Sheriff may also support policy direction and provide community relations and outreach.

3.6.2 RESPONSIBILITIES

- Serves or advises as part of the Policy Group, when requested.
- Coordinates and supports countywide law enforcement operations.
- Provides primary law enforcement services for contracted municipalities
- Performs all other County Department responsibilities listed in Section 3.8.

3.7 County Policy Group

3.7.1 ROLE

The County Policy Group is primarily an advisory body to an EOC during a declared emergency or disaster. They evaluate incident-specific conditions and develop recommended policies for approval regarding the implementation of emergency powers allowable by law, resource prioritization and allocation, and enabling decision-making among elected and appointed officials and those responsible for incident management.

The County Policy Group includes but is not limited to the following key personnel:

- County Manager (chair)
- Deputy County Manager for Safety and Justice (facilitator)
- County Manager's Executive Team
- Director of RCEMHS
- CIM if different than Director of RCEMHS
- Key representatives as requested by the chair

3.7.2 RESPONSIBILITIES

- Establishes and acts on legal authorities.
- Recommends overall response and recovery policies and priorities to the Ramsey County Board of Commissioners.

3.8 Key County Departments

3.8.1 ROLES

Every Ramsey County department has a role to support emergency management in Ramsey County, whether their role is forward-facing emergency response services (such as the RCSO or the Ramsey County Emergency Communications Center [ECC]) or support services (IT, Human Resources). Ramsey County departments provide essential services to the community and must ensure their own readiness and preparedness to continue to provide those services during and after disasters.

3.8.2 RESPONSIBILITIES

- Become familiar with the contents of the CEOP and associated plans to include departmental roles and responsibilities.
- Develop attachments that support CEOP implementation, including internal policies, procedures, and tools, such as checklists.
- Ensure COOP/COG plans are current and appropriate. Coordinate with the RCEMHS to ensure information is reviewed and is consistent with their operations and best practices.
- Provide qualified department representatives to serve on the RCEOC response teams where assigned.

- Ensure department personnel are properly trained to accomplish incident duties described in the CEOP.

- Conduct frequent and consistent department-level emergency preparedness training and exercises.

- Ensure workplace incident preparedness supplies are identified and pre-staged to support employee shelter-in-place requirements for incidents.

- Ensure appropriate and sufficient communications assets to support response operations during incidents.

- Ensure cultural competence in personnel, standards, policies, practices, and communications.

- Channel department requests for assistance, operational status updates, and situation updates to the RCEOC.

- Log emergency actions and expenses incurred, including personnel time, and report costs promptly to the RCEOC for documentation and possible reimbursement.

- Coordinate the release of departmental emergency public information through the PIO at the RCEOC or through the JIC if one is established for the incident.

- Assist in assessing damage to County-owned facilities, properties, or assets, and provide reports to the RCEOC.

3.9 Ramsey County Emergency Management & Homeland Security

3.9.1 ROLE

RCEMHS has the day-to-day authority and responsibility for overseeing Ramsey County's emergency management programs and activities. RCEMHS works with the County Manager to ensure that there are unified objectives for emergency plans and activities. This role also entails coordinating all aspects of Ramsey County government's capabilities.

RCEMHS coordinates all components of the County's emergency management program, including assessing the availability and readiness of regional resources most likely required during an incident and identifying and correcting any shortfalls. When the RCEOC is activated, RCEMHS is largely absorbed into that organizational structure.

3.9.2 RESPONSIBILITIES

- Serve as the lead agency for pre-incident planning and preparedness activities.

- Oversee the training of the RCEOC response teams.

- Maintain the CEOP for Ramsey County.

- Ensure equitable, inclusive, and culturally competent response and communications about the response.

- Maintain a Duty Officer program as a 24/7 initial POC for notification of incidents, emergencies, and disasters that may require a coordinated and/or supported emergency response.

- Coordinate the activation of the RCEOC and notification of response team members.
- RCEMHS Director (or designee) acts in the capacity of RCEOC Director when activated.

3.10 General Role of Municipal Government

The municipal government's role during emergencies is twofold. First, it is responsible to ensure continuity of government functions and services to people within the county, as outlined in municipal COOP Plans. Second, the municipality retains primary responsibility for the coordination of response and recovery efforts within its jurisdiction.

3.11 City Council/Board

3.11.1 ROLE

City council (or board) leaders work closely with their county, state, and federal elected delegations during incidents and on an ongoing basis regarding local preparedness capabilities and needs. These elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents.

3.11.2 RESPONSIBILITIES

- Establish strong working relationships with local city councils and with their county commissioners.

- Establish strong working relationships with core private-sector organizations, voluntary agencies, and community partners. The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid or assistance agreements for support in response to an incident.

- Lead and encourage local leaders to focus on preparedness by participating in planning, training, and exercises.

- Support participation in local mitigation efforts within the jurisdiction and with the private sector as appropriate.

- Understand and implement laws and regulations that support emergency management and response.

- Ensure that municipal emergency plans consider the needs of:
  - The jurisdiction, including persons, property, and structures.
  - Individuals with DAFN, including those with service animals.
  - Individuals with household pets.

- Encourage residents to participate in volunteer organizations and training.

3.12 Chief Elected or Appointed Officials

3.12.1 ROLE

The mayor or city manager is responsible for ensuring the public safety and welfare of the people in that jurisdiction. This official provides strategic guidance and resources during preparedness, response, and recovery efforts, and reports to the Municipal Policy Group. This person will serve as (or appoint) the Municipal Incident Manager (MIM) to coordinate all strategic support, response, and recovery efforts for the municipality.

Chief elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and improve emergency management and response capabilities.

3.12.2 RESPONSIBILITIES

- Assume the lead for the administration in ensuring the municipal workforce is prepared for and capable of responding to incidents.
- Provide guidance and direction for COOP/COG planning.
- Oversee the staffing of the EOC response teams to ensure a capable cadre of municipal employees is prepared to support response operations during incidents.
- Assist in developing effective partnerships with local organizations and private entities that would be involved in emergency response operations.
- Monitor and provide advocacy for ongoing and proposed hazard mitigation projects and municipally owned critical infrastructure projects that will enhance the welfare and safety of the community during incidents.
- Advise the city council / board and policy group on response and recovery activities.
- Approve requests for assistance, state and federal, when requirements exceed MOA capabilities and resources, and appoint key staff members to serve as points of contact.
- Approve public announcements, warnings, and emergency alert notifications.
- Coordinate approval of local emergency proclamations.

3.13 Municipal Policy Group

3.13.1 ROLE

The Municipal Policy Group (sometimes referred to in guidance documents as a MAC Group) is primarily an advisory body to the municipal EOC during a declared emergency or disaster. They evaluate incident-specific conditions and develop recommended policies for approval regarding the implementation of emergency powers allowable by law, resource prioritization and allocation, and enabling decision-making among elected and appointed officials and those responsible for incident management.

Municipal policy groups may include but are not limited to the following key personnel:

- Municipal manager
- Emergency Management Agency (EMA) director
- Key representatives as requested by the mayor

3.13.2 RESPONSIBILITIES

- Recommend municipal response and recovery priorities to the city council or governing board.
- Enact emergency governmental ordinances for the municipality and declarations of local emergency.
- Establish and act on legal authorities.

3.14 Municipal Emergency Manager/Emergency Management Agency Director

3.14.1 ROLE

The municipal emergency manager, or EMA director, has the day-to-day authority and responsibility for overseeing emergency management programs and activities in accordance with Minnesota State Code, Chapter 12.25. They are responsible for working with the chief elected and appointed officials and with RCEMHS to ensure there are unified objectives about the jurisdiction's emergency plans and activities. This role entails coordinating all aspects of a jurisdiction's capabilities.

The municipal emergency manager/EMA director, coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

3.14.2 RESPONSIBILITIES

Other duties of the municipal emergency manager/EMA director might include the following:

- Coordinate the planning process and working cooperatively with other local agencies and private-sector organizations.
- Develop mutual aid and assistance agreements.
- Coordinate damage assessments during an incident.
- Advise and inform local officials about emergency management activities during an incident.
- Develop and execute public awareness and education programs.
- Conduct exercises to test plans and systems and obtain lessons learned.
- Involve the private sector and NGOs in planning, training, and exercises.
- Serve as the lead for pre-incident planning and preparedness activities.
- Oversee the training of the EOC response teams.
- Maintain the CEOP for the municipality.

- Coordinate the activation of the EOC and notification of response team members.

- Act in the capacity of EOC director when activated.

3.15 Municipal Departments

3.15.1 ROLE

The municipal emergency manager/EMA director is assisted by and coordinates the efforts of employees in departments and agencies that perform emergency management functions. Department and agency heads collaborate with the emergency manager during the development of local policies and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.

These department and agency leaders and their staff develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities.

3.15.2 RESPONSIBILITIES

- Become familiar with the contents of the CEOP and associated plans to include departmental roles and responsibilities.

- Develop attachments that support CEOP implementation, including internal policies, procedures, and tools, such as checklists.

- Ensure COOP/COG plans are current and appropriate.

- Coordinate with the municipal emergency manager/EMA director to ensure information is reviewed and is consistent with their operations and best practices.

- Provide qualified department representatives to serve on the EOC response teams where assigned.

- Ensure department personnel are properly trained to accomplish incident duties described in the CEOP.

- Conduct frequent and consistent department-level emergency preparedness training and exercises.

- Ensure workplace incident preparedness supplies are identified and pre-staged to support employee shelter-in-place requirements for incidents.

- Ensure appropriate and sufficient communications assets to support response operations during incidents.

- Activate and implement departmental emergency plans where applicable.

- Deploy requested staff to the EOC.

- Channel department requests for assistance, operational status updates, and situation updates to the EOC.

- Log emergency actions and expenses incurred, including personnel time, and report costs promptly to the EOC for documentation and possible reimbursement.

- Coordinate the release of departmental emergency public information through the PIO at the EOC or through the JIC if one is established for the incident.

- Assist in assessing damage to municipally owned facilities, properties, or assets, and provide reports to the EOC.

3.16 Other Support Agencies and Organizations

RCEMHS recognizes and expects that response to an incident will require support from external agencies and organizations should an event exceed its capabilities. Therefore, RCEMHS has formed partnerships and relationships with outside entities to serve in a support capacity. It should be expected that significant incidents will require participation by Ramsey County service teams, departments, and office staff personnel. Agency and municipal staff who do not normally play a role in incident response may also be requested or required to support local efforts.

RCEMHS may request additional personnel support through the EMAC when local, regional, and/or state resources have been exhausted. EMAC support will be requested through the State of Minnesota HSEM through the State EOC and is only available when the governor proclaims a state of emergency and the president declares an emergency or major disaster.

Additional federal support may be available as direct federal assistance during a presidentially declared disaster through FEMA and other federal partners.

Additional information on coordination with these entities is provided in Section 4.4.

4. Incident Management Team Structure and Communications

4.1 Emergency Operations Center Organization and Overview

The County and Municipal EOCs will organize using NIMS principles in support of field operations, leveraging the ICS construct of functional branches to support Operations, Planning, Logistics and Finance/Administration functions. The ICS structure also helps ensure both continuity of government operations and the effective command, control, and coordination of resources and assets during incidents. During a given incident, only the essential functions are activated in the EOC, at the discretion of the EOC Director.

Detailed information about EOC processes can be found in Job Aids. The Job Aids should be utilized as a companion document to the CEOP for response activities. RCEMHS staff and duty officers may reference the Field Operations Guide (FOG) for departmental processes and contact information.

4.1.1 EOC LOCATION

4.1.1.1 Physical Locations

4.1.1.1.1 Ramsey County

4.1.1.1.2 Municipalities

- City of Arden Hills:
- City of Falcon Heights:
- City of Gem Lake:
- City of Lauderdale:
- City of Maplewood:
- City of New Brighton:
- City of North Oaks:
- City of Roseville:
- City of White Bear Lake:
- Little Canada:
- Mounds View:
- North St. Paul:
- Shoreview:
- Vadnais Heights:
- White Bear Township:

Additional information on individual EOCs is available within the Resource Manual.

4.1.1.2 Virtual Operation

The EOCs may operate in a remote or virtual mode as well, or can be operated in a hybrid manner, as EOC staff do not necessarily need to be physically located in the EOC to perform work functions. EOC work location is determined at the discretion of the EOC Director.

The RCEOC is likely to operate in a virtual or hybrid capacity. As the incident complexity increases, and the RCEOC response operational level increases, the RCEOC may transition to in-person operations.

4.1.2 EOC ACTIVATION

4.1.2.1 Municipal EOC Activation

Municipal EOC activation is done at the direction of the mayor, municipal incident manager, or EMA director to support response or recovery operations when the scope or scale of an incident surpasses the capacity to be managed from the ICP. The municipal emergency manager/EMA director acts in the capacity of the EOC Director when the EOC is activated. In the EMA director's absence, or depending on incident needs, the MIM may assign the police chief, fire chief, or another individual they deem qualified to the position of acting EOC Director. The EOC Director evaluates conditions, establishes response priorities, and approves the allocation of resources to support response operations.

4.1.2.2 RCEOC Activation

RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected jurisdiction.

RCEMHS is largely absorbed by the RCEOC when activated. RCEMHS is also the primary agency that coordinates the activation of the RCEOC and notification of personnel reporting to the RCEOC.

4.1.3 EOC RESPONSE OPERATIONAL LEVELS

RCEMHS has established operational levels to communicate its alert posture for any hazard or threat. RCEOC Response Operational Levels are best described as the operational staffing level that is activated based on the severity of the event. Municipalities should use utilize a similar approach but may adjust to suit their own needs. The activation of the RCEOC does not necessitate activation of any municipal EOC. However, if any municipality moves to Level 2 or Level 1, the RCEOC will also activate. Any activation of a municipal EOC requires notification to RCEMHS.

- **Level 4 / Routine Operations:** RCEMHS conducts normal daily activities and monitors the countywide situation 24/7. Municipalities typically remain under normal operating activities. No additional specific response or notification activities are anticipated.

- **Level 3 / Limited Activation:** A situation or threat has developed that requires situational awareness and information sharing and has the potential for agencies to take coordinated action. The RCEOC may be activated by RCEMHS staff during regular business hours or additional hours as needed. Municipalities may also activate some or all EOC functions if the

situation warrants. Conditions are being monitored with information-sharing networks activated.

- **Level 2 / Partial Activation:** A situation or threat has developed requiring a partial activation of the RCEOC, which may extend beyond the regular workday and require after-hours monitoring. (See Figure 8). Similarly, a municipality may move to Level 2 at its own discretion. Level 2 municipal activation necessitates that the RCEOC activate at least at Level 3.
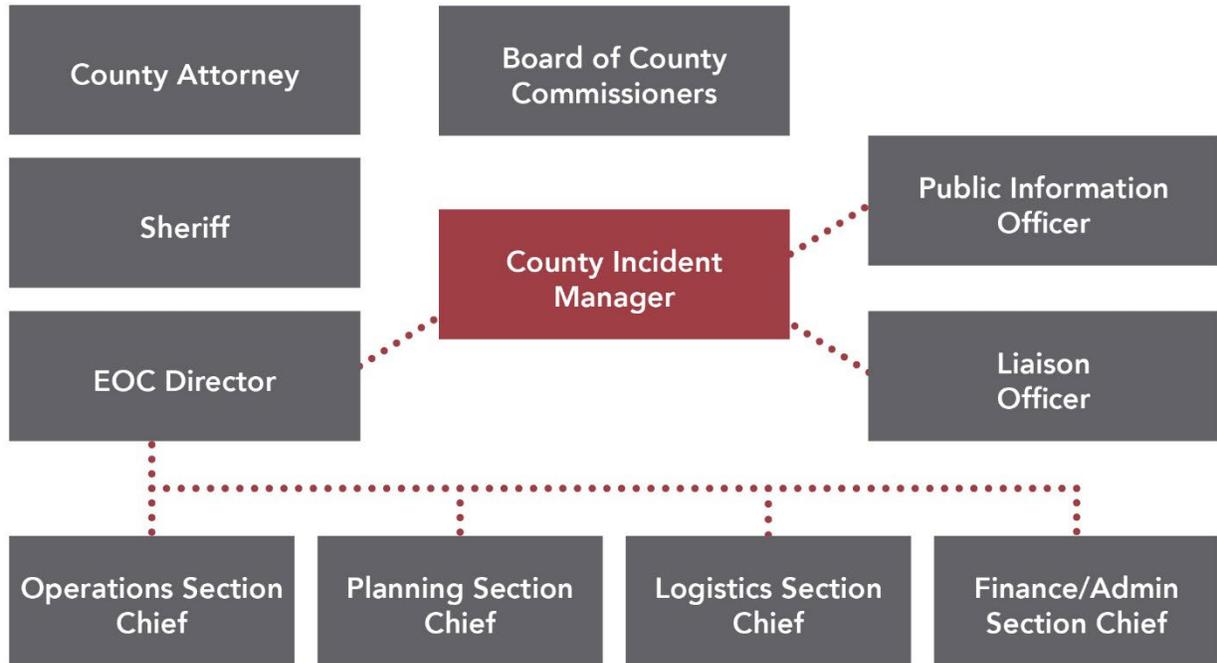
Figure 8: County Level 2 / Partial Activation

- **Level 1 / Full Activation:** A situation or threat has developed requiring a full activation of the RCEOC or Municipal EOC with all trained staff participating or on-call. (See Figures 9 and 10). If any municipality EOC moves to Level 1, the RCEOC will activate at Level 2 or Level 1.
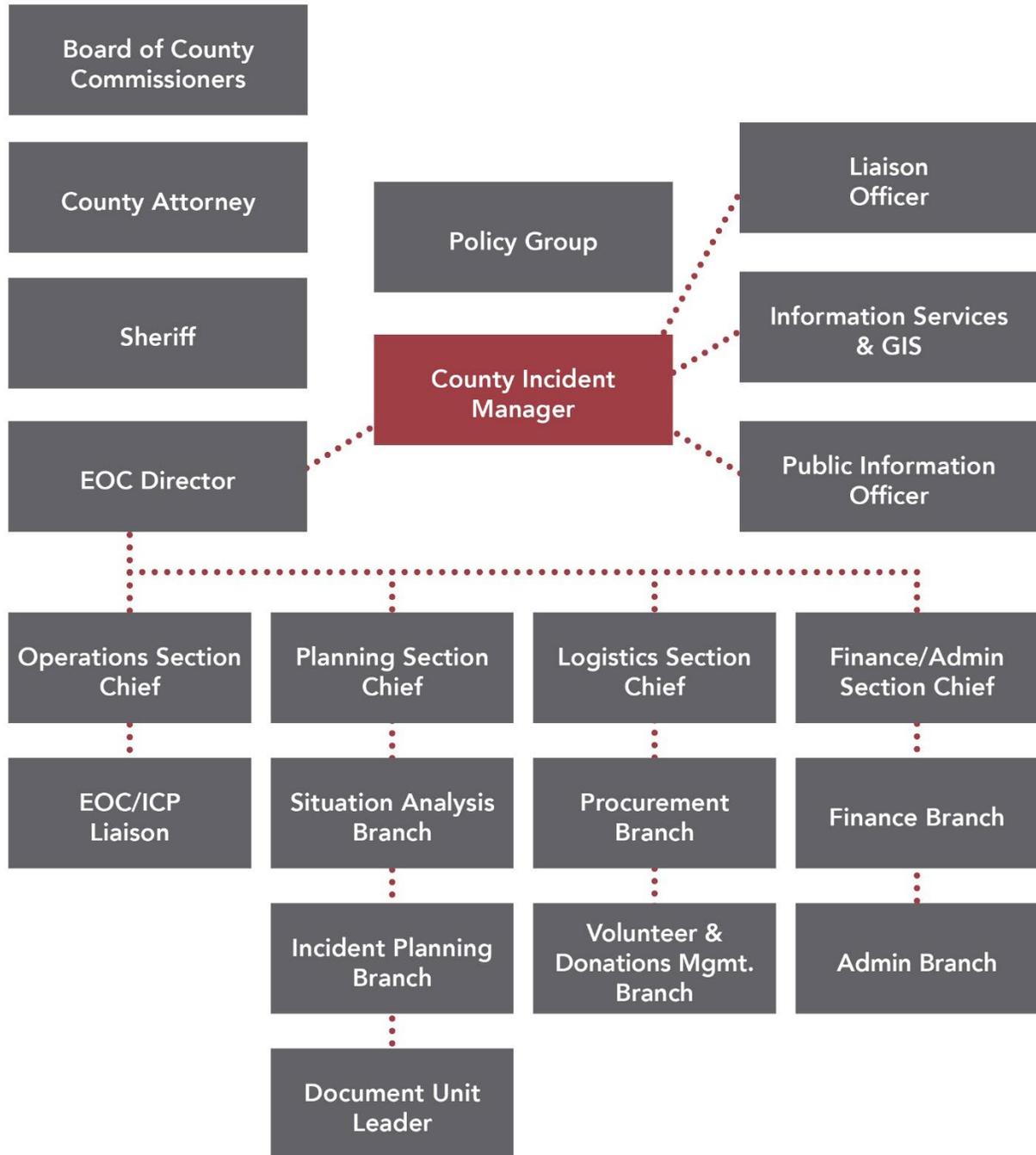
Figure 9: County Level 1 / Full Activation

City Council

Policy Group

Liaison Officer

Municipal Attorney

Municipal Incident Manager

Information Services & GIS

EOC Director

Public Information Officer

Operations Section Chief

Planning Section Chief

Logistics Section Chief

Finance/Admin Section Chief

EOC/ICP Liaison

Situation Analysis Branch

Procurement Branch

Finance Branch

Incident Planning Branch

Volunteer & Donations Mgmt. Branch

Admin Branch

Document Unit Leader

Figure 10: Municipal Level 1/Full Activation (Option)

4.2 Incident Management Team Organization and Overview

4.2.1 RAMSEY COUNTY INCIDENT MANAGEMENT TEAM

The Ramsey County IMT is made up of the Service Team and Department personnel assigned to manage the County/municipal roles in the situation. The IMT:

- Provides coordination of and support to county governance, municipal governance, and/or on-scene Incident Command.

- Ensures appropriate resource management, record keeping, and continuity of governance.

- Provides coordinated and validated public information releases.

- Coordinates activities with other jurisdictions, the state, and the federal government.

Detailed information about IMT processes can be found in the Job Aids. The Job Aids should be utilized as a companion document to the CEOP for response activities.

4.2.1.1 Ramsey County IMT Activation

County IMT activation is done at the discretion of the County Manager, in coordination with the RCEMHS director, when an incident disrupts or threatens the disruption of County government operations and requires a coordinated response effort. RCEMHS is the primary agency that coordinates the activation of the IMT and notification of County personnel.

As the RCEOC activation level increases (to meet the demands of the incident), so does the likelihood of the County IMT being activated to support it. As the RCEOC activation level increases, additional roles are stood up and external partners are incorporated into the response efforts. When this occurs, the DOC transitions from a (RCEMHS) department-operated center to a regional center inclusive of County IMT and external partners.

County EOC Activation Level	EOC/DOC Physically Activated	IMT Activated
Level 4: Routine Operations	No	No
Level 3: Limited Activation	DOC – Potential RCEOC - No	Unlikely
Level 2: Partial Activation	DOC – Yes RCEOC - Potential	Potential
Level 1: Full Activation	DOC – Virtual RCEOC - Yes	Yes

Figure 11: County EOC activation level and IMT/DOC relationship

4.2.1.2 RCEOC Planning Section

The Planning Section collects, evaluates, and disseminates incident situation information and intelligence to the EOC Director and Policy Group. It prepares status reports, displays situation information, maintains the status of resources assigned to the incident, and prepares and documents the Incident Action Plan (IAP) based on Operations Section input and guidance from EOC Command and General Staff. In addition, this section gathers, organizes, and maintains documentation associated with the incident.

Responsibilities of the Planning Section include the following:

- Collect initial situation and safety/damage assessment information.

- Display situation and operational information in the EOC using maps and visual aids.

- Utilize data collection tools and assets to gain situational awareness on impacts to disproportionally impacted populations.

- Disseminate information to the EOC leadership.

- Conduct mapping and recording operations.

- Prepare summary safety/damage assessment reports for dissemination to other sections and partners via the EOC.

- Prepare required reports identifying the extent of damage and financial losses.

- Determine the County's or municipality's post-event condition.

- Provide Planning support to other sections.

- Ensure accurate recording and documentation of the incident.

- Prepare the EOC Incident Action Plan.

- Prepare the RCEMHS/municipal EMA After-Action Report/Improvement Plan (AAR/IP).

- Maintain proper and accurate documentation of all actions taken to ensure that all required records are preserved for future use and State and FEMA filing requirements.

Additional details are provided in the Planning Section Job Aid.

4.2.1.3 RCEOC Logistics

An effective response to an emergency or disaster requires the ability to find, obtain, allocate, and distribute resources to meet the needs of an event. The Logistics Section provides centralized management and tracking of assets, procurement of assets, and support of assets in the field including durable and expendable goods, physical facilities, and personnel needs. The overall goal of the Logistics Section is to support key partners involved in the incident response and work in close coordination with nongovernmental and private sector organizations to obtain and deploy resources to meet the needs of disaster victims and responders.

Responsibilities of the Logistics Section include the following:

- Assist with coordination across local, County, state, and federal agencies.

- Facilitate resource support for purchasing that affects multiple jurisdictions or the continuity of the County government.

- Maintain updated resource inventories of County-owned supplies, equipment, and personnel resources, including sources of augmentation or replacement.

- Maintain situational awareness of regional supplies, equipment, and personnel resources available through mutual aid agreements and/or partnerships.

- Establish and maintain relationships with private sector partners who may provide key resources required during responses in Ramsey County.

- Oversee volunteer and donations management.

- Facilitate the process for requesting, mobilizing, and demobilizing resources through the EOC.

Additional details are provided in the Logistics Section Job Aid.

4.2.1.4 RCEOC Operations

The Operations Section supports all partners and emergency response assets involved in the incident response. The Operations Section does not direct on-scene response or tactical operations; rather, the Operations Section provides coordination and support to on-scene operations as requested.

Responsibilities of the Operations Section include the following:

- Establish communications with on-scene operations to provide a direct link to the EOC.

- Collect information from on-scene operations and regularly keeps the EOC Team updated with status, actions, and progress of operations / common operating picture.

- Facilitate requests from on-scene operations for additional incident response resource needs, such as more response staff or equipment, to the appropriate EOC sections.

- Provide coordination with and support to on-scene operations.

- Ensure operational objectives in the IAP are carried out effectively.

- Support the EOC's staffing plan.

Additional details are provided in the Operations Section Job Aid.

4.2.1.5 RCEOC Finance/Admin

The Finance/Admin section tracks all costs related to the incident and ensures that all financial matters related to the incident are handled in accordance with applicable County/municipal fiscal policies and state and federal law. The goal of the Finance/Admin section is to account for all costs associated with the disaster, protect the financial status of Ramsey County and the jurisdiction(s) impacted, purchase resources in a timely fashion, and maximize the return from potential disaster funding/recovery sources.

Responsibilities of the Finance/Admin Section include:

- Maintain the financial continuity of the County/municipality (payroll, payments, and revenue collection).

- Determine if any emergency purchasing authorities are necessary for the incident response.

- Disseminate information about the disaster accounting process to the other sections and departments as necessary.

- Coordinate with other sections and departments regarding documentation pertaining to the incident for cost recovery purposes and to ensure prompt vendor payments.

- Support sections with purchases and procurements as requested.

- Support the EOC Director with administrative tasks associated with operating the EOC (scheduling, documentation, etc.).

Additional details are provided in the Finance/Admin Section Job Aid.

4.2.2 MUNICIPAL INCIDENT MANAGEMENT TEAM

Municipalities may establish their internal IMT as desired.

A Municipality's IMT is made up of the Department personnel assigned to manage municipal roles in the situation. The IMT:

- Provides coordination of and support to municipal governance, and/or on-scene Incident Command.

- Ensures appropriate resource management, record keeping, and continuity of governance.

- Provides coordinated and validated public information releases.

- Coordinates activities with Ramsey County, other jurisdictions, and state or federal agencies that might arrive to render assistance at the municipality.

Detailed information about IMT processes can be found in the Job Aids. The Job Aids should be utilized as a companion document to the CEOP for response activities.

4.2.2.1 Municipal IMT Activation

IMT activation is done at the discretion of the City Manager, in coordination with the emergency manager when an incident disrupts or threatens the disruption of municipal government operations and requires a coordinated response effort. The municipality's emergency manager the primary agency that coordinates the activation of the IMT and notification of municipal personnel. When the municipality activates an IMT for the jurisdiction, they will inform RCEMHS.

As the EOC activation level increases (to meet the demands of the incident), so does the likelihood of the IMT being activated to support it. As the activation level increases, additional roles are stood up and external partners are incorporated into the response efforts. When this occurs, the EOC is inclusive of IMT, county, and external partners.

Municipal EOC Activation Level	IMT Activated
Level 4: Routine Operations	No
Level 3: Limited Activation	Unlikely
Level 2: Partial Activation	Potential
Level 1: Full Activation	Yes

Figure 12: Activation level and IMT/EOC relationship

4.2.2.2 Municipal EOC Planning Section

The Planning Section collects, evaluates, and disseminates incident situation information and intelligence to the EOC Director and Policy Group. It prepares status reports, displays situation information, maintains the status of resources assigned to the incident, and prepares and documents

the IAP based on Operations Section input and guidance from EOC Command and General Staff. In addition, this section gathers, organizes, and maintains documentation associated with the incident.

Responsibilities of the Planning Section include the following:

- Collect initial situation and safety/damage assessment information.
- Display situation and operational information in the EOC using maps and visual aids.
- Utilize data collection tools and assets to gain situational awareness on impacts to disproportionally impacted populations.
- Disseminate information to the EOC leadership.
- Conduct mapping and recording operations.
- Prepare summary safety/damage assessment reports for dissemination to other sections and partners via the EOC.
- Prepare required reports identifying the extent of damage and financial losses.
- Determine the County's or municipality's post-event condition.
- Provide Planning support to other sections.
- Ensure accurate recording and documentation of the incident.
- Prepare the EOC Incident Action Plan and forward a copy to RCEMHS.
- Prepare the municipal EMA AAR/IP.
- Maintain proper and accurate documentation of all actions taken to ensure that all required records are preserved for future use and State and FEMA filing requirements.

Additional details are provided in the Planning Section Job Aid.

4.2.2.3 Municipal EOC Logistics

An effective response to an emergency or disaster requires the ability to find, obtain, allocate, and distribute resources to meet the needs of an event. The Logistics Section provides centralized management and tracking of assets, procurement of assets, and support of assets in the field including durable and expendable goods, physical facilities, and personnel needs. The overall goal of the Logistics Section is to support key partners involved in the incident response and work in close coordination with nongovernmental and private sector organizations to obtain and deploy resources to meet the needs of disaster victims and responders.

Responsibilities of the Logistics Section include the following:

- Assist with coordination across municipal agencies and mutual aid partners.
- Facilitate resource support for purchasing and the continuity of the government.
- Maintain updated resource inventories of municipality-owned supplies, equipment, and personnel resources, including sources of augmentation or replacement.
- Coordinate requests with Ramsey County

- Maintain situational awareness of regional supplies, equipment, and personnel resources available to and received from mutual aid agreements and/or partnerships.

- Establish and maintain relationships with private sector partners who may provide key resources required during responses.

- Oversee volunteer and donations management.

- Facilitate the process for requesting, mobilizing, and demobilizing resources through the EOC.

Additional details are provided in the Logistics Section Job Aid.

4.2.2.4 Municipal EOC Operations

The Operations Section supports all partners and emergency response assets involved in the incident response. The Operations Section does not direct on-scene response or tactical operations; rather, the Operations Section provides coordination and support to on-scene operations as requested.

Responsibilities of the Operations Section include the following:

- Establish communications with on-scene operations to provide a direct link to the EOC and to the RCEOC.

- Collect information from on-scene operations and regularly keeps the EOC Team updated with status, actions, and progress of operations / common operating picture.

- Facilitate requests from on-scene operations for additional incident response resource needs, such as more response staff or equipment, to the appropriate EOC sections.

- Provide coordination with and support to on-scene operations.

- Ensure operational objectives in the IAP are carried out effectively.

- Support the EOC's staffing plan.

Additional details are provided in the Operations Section Job Aid.

4.2.2.5 Municipal EOC Finance/Administration

The Finance/Admin section tracks all costs related to the incident and ensures that all financial matters related to the incident are handled in accordance with applicable County/municipal fiscal policies and state and federal law. The goal of the Finance/Admin section is to account for all costs associated with the disaster, protect the financial status of Ramsey County and the jurisdiction(s) impacted, purchase resources in a timely fashion, and maximize the return from potential disaster funding/recovery sources.

Responsibilities of the Finance/Admin Section include:

- Maintain the financial continuity of the municipality (payroll, payments, and revenue collection).

- Determine if any emergency purchasing authorities are necessary for the incident response. If so, develop these needs with appropriate leadership and make necessary requests of elected leadership.

- Establish special accounting codes or other necessary process for accurately tracking expenses directly related to the current situation.

- Disseminate information about the disaster accounting process to the other sections and departments as necessary.

- Coordinate with other sections and departments regarding documentation pertaining to the incident for cost recovery purposes and to ensure prompt vendor payments.

- Support sections with purchases and procurements as requested.

- Provide detailed reports regarding eligible expenses to the RCEOC.

- Support the EOC Director with administrative tasks associated with operating the EOC (scheduling, documentation, etc.).

Additional details are provided in the Finance/Admin Section Job Aid.

4.3 Joint Information System (JIS)

Dissemination of timely, accurate, accessible, and actionable information to all members of the public is important at all phases of incident management. Many agencies and organizations at all levels of government develop and share public information. Jurisdictions and organizations coordinate and integrate communication efforts to ensure that the public receives a consistent and comprehensive message that is understood by all impacted populations, including persons with limited English proficiency. A Joint Information System (JIS) consists of the processes, procedures, and tools to enable communication to the public, incident personnel, the media, and other stakeholders. The JIS integrates incident information and public affairs into a cohesive organization to provide coordinated and complete information before, during, and after incidents.

The JIS mission is to provide a structure and system for:

- Developing and delivering coordinated interagency messages.

- Disseminating inclusive, culturally competent, and accessible emergency public information.

- Developing, recommending, and executing public information plans and strategies on behalf of the IC or unified command, EOC director, or policy group.

- Advising the IC, unified command, policy group, and EOC director concerning public affairs issues that could affect an incident management effort.

- Addressing and managing rumors and inaccurate information that could undermine public confidence.

The JIS cuts across the three levels of incident management (on-scene/tactical, center/coordination, policy/strategic) and helps ensure coordinated messaging among all incident personnel.

In Ramsey County, the JIS is supported by PIOs and the JIC.

4.3.1 PUBLIC INFORMATION OFFICER

PIOs are key members of ICS and EOC organizations, and they frequently work closely with senior officials represented in policy groups. If the PIO position is staffed at both the ICP and a supporting EOC, the PIOs maintain close contact through pre-established JIS protocols. PIOs advise the IC, unified command (UC), or EOC director on public information matters relating to the management of the incident. PIOs also handle inquiries from the media, the public, and elected officials; public information and warnings, rumor monitoring, and response; and media relations and other functions needed to gather, verify, coordinate, and disseminate accurate, accessible, and timely information. Information on public health, safety, and protection is of particular importance. The PIO also monitors the media and other sources of public information and transmits relevant information to the appropriate personnel at the incident, EOC, and/or in a policy group.

The Ramsey County Manager has assigned the Director of Communications to serve as the County PIO, responsible for all County public information activities. The County PIO is supported by departmental PIOs as dictated by the type of incident. For example, Saint Paul Ramsey County Public Health has a designated PIO who will coordinate public information activities for that department and provide expertise during any public health incidents.

At the municipal level, each city manager or mayor has assigned a PIO for their jurisdiction. Municipal departments may also have departmental PIOs, who would work alongside the municipal PIO during large incidents. Each municipal fire service and law enforcement agency in Ramsey County have appointed PIOs who provide services on a regular basis for daily calls and during times of emergency.

4.3.2 JOINT INFORMATION CENTER

The JIC is a location (physical or virtual) that houses JIS operations, where personnel with public information responsibilities perform essential information and public affairs functions. The PIO prepares public information releases for the IC, UC, EOC director, or policy group clearance. This helps ensure consistent messages, avoid the release of conflicting information, and prevent adverse impacts on operations. Jurisdictions and organizations may issue releases related to their policies, procedures, programs, and capabilities; however, these should be coordinated with the incident-specific JICs.

4.3.2.1 Physical Locations

JICs may be established as standalone coordination entities, at incident sites, or as components of EOCs. Depending on the needs of the incident, an incident-specific JIC may be established at an on-scene location in coordination with local, state, and federal agencies or at the national level if the situation warrants it.

4.3.2.2 Virtual Operation

The JIC may operate in a remote or virtual mode as well, or can be operated in a hybrid manner, as JIC staff do not necessarily need to be physically located in the JIC to perform work functions. JIC work location is determined at the discretion of the EOC PIO.

4.4 Interoperability

4.4.1 COORDINATION WITH FIELD-LEVEL INCIDENT COMMAND POSTS

Field-level responders organize using ICS and coordinate with the RCEOC or municipal EOC. Functional elements at the field level coordinate with the applicable EOC section. Tactical management of responding resources is always under the leadership of the on-site IC at the ICP. ICs may report directly to the municipal or County EOC through the designated EOC Liaison at the ICP.

The IC is responsible for conducting an incident size-up and report the findings and additional resource needs to the RCEOC or municipal EOC.

The determination of which jurisdiction, agency, or department is responsible for assuming command for a particular hazard is codified by law. Under certain circumstances, such as jurisdiction-wide impacts, severe weather, or wildfire, the Operations Section of the RCEOC or municipal EOC may serve as the area command or single ICP to maximize the use of limited resources and prioritize response efforts.

If a separate incident organization is established with an IC or unified command, they will interface with the RCEOC or municipal EOC on:

- Situational awareness

- Operational needs

- Resource requests

The RCEOC or municipal EOC will support first responders by coordinating the management and distribution of information, resources, and restoration of services.

4.4.2 COORDINATION WITH DEPARTMENT OPERATIONS CENTERS (DOCS) / SPECIAL DISTRICT EOCS

Special districts are local governments; political subdivisions authorized by state statute to provide specialized services Ramsey County or municipal government do not provide. Special districts fulfill a significant role during an incident. They may support the incident response by providing subject matter expertise, including assisting the EOC in communicating hazard threats and evacuation orders to special populations and geographical areas.

When activated, the EOC coordinates with Department Operations Centers (DOCs) / Special District EOCs to facilitate the requests and acquisition of resources and to share information. If a special district does not establish communications with the EOC, then the Liaison Officer in the EOC will be responsible for establishing communications and coordination with the special district liaison.

Special districts within Ramsey County include:

- Utility Service Districts

- Telecommunication Service Districts

- School Districts and School Districts' Transportation Divisions

- Fire Districts

- University of Minnesota

- Metropolitan Airports Commission

- MetroTransit

- Metropolitan Council (Met Council)

4.4.3 COORDINATION WITH THE STATE OF MINNESOTA

Support from state government departments and agencies may be made available by request through the State of Minnesota HSEM State Emergency Operations Center (SEOC) in accordance with the State CEOP. Following some disaster events, state financial assistance may be made available for relief in a disaster area for costs that are not eligible through the FEMA PA and/or IA programs.

Additional state agencies that regularly assist in disaster emergencies include:

- Board of Water and Soil Resources

- Department of Employment and Economic Development

- Minnesota Board of Animal Health

- Minnesota Department of Agriculture

- Minnesota Department of Health

- Minnesota Department of Human Services

- Minnesota Department of Natural Resources

- Minnesota Department of Transportation

- Minnesota National Guard

- Pollution Control Agency

4.4.4 COORDINATION WITH THE FEDERAL GOVERNMENT

Some major incidents may need assistance from the federal government. The federal government maintains a wide range of capabilities and resources needed to address domestic incidents. In some instances, the federal government plays a supporting role to RCEMHS. For example, the federal government assists when the president declares an emergency or major disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

The federal government may play a leading role in the response when incidents occur on federal property (e.g., national parks) or when the federal government has primary jurisdiction (e.g., an ongoing terrorist threat or attack or a major oil spill). Various federal departments and agencies have their own authorities and responsibilities for responding to or assisting with incidents. This means that, depending on the incident, different federal departments or agencies lead the coordination of the federal government's response.

The following federal agencies regularly provide routine support to RCEMHS before, during, and after disaster emergencies. These federal agencies include, but are not limited to:

- FEMA

- National Weather Service (NWS)

- Cybersecurity and Infrastructure Security Agency (CISA)

- US Army Corp of Engineers

- Department of Homeland Security (DHS) Security Advisors

4.4.5 COORDINATION WITH COMMUNITY- AND FAITH-BASED ORGANIZATIONS AND PRIVATE SECTOR

Private sector organizations can be vital partners during an incident response and may provide support to Ramsey County government through pre-existing agreements or just-in-time service. Private sector requests for support abide by any existing MOUs in place. Documentation of private sector support should be filed with the Finance/Admin or Logistics sections to track support for reimbursement and other needs. Private sector support is coordinated by the Liaison Officer.

During an incident, it may be necessary for RCEMHS/municipal EMA to request private utilities, local hospitals, and local nonprofit organizations to provide individuals to serve as organizational liaison on an EOC response team. This support helps ensure life-safety for the public, essential services can be maintained, and critical infrastructure protected. Community and faith-based organizations and private-sector businesses that provide resources and services in response to an incident will be encouraged to provide liaisons to the EOC. The EOC may also work directly with these entities to secure resources.

If requested, the following CBOs and private sector organizations may provide support within the limits of their capabilities (this list is not all exclusive):

- Local utility companies

- Local transit authorities

- Citizen Corp programs (first responder Explorer programs, Community Emergency Response Teams [CERT], etc.)

- Minnesota Voluntary Organizations Active in Disaster (MN VOAD))

- Salvation Army

- American Red Cross (ARC)

- SPRCPH Medical Reserve Corps (MRC)

4.4.6 COORDINATION WITH EXTERNAL JURISDICTIONS

Assistance from external jurisdictions may be available through existing local and state procedures for mutual aid requests. The State of Minnesota maintains a mutual aid system for disaster responses (as outlined in 12.27). Directors of local emergency management organizations may develop mutual aid arrangements (such as MOUs) in alignment with their emergency operations plans. Ramsey County may request assistance from external jurisdictions, the State of Minnesota, and/or other states through the EMAC. EMAC facilitates mutual aid support across states when local and state resources are overwhelmed, and federal assistance is inadequate or unavailable.

RCEMHS and municipal EMAs will maintain files on active mutual aid agreements, to be updated at least annually.

5. Direction, Control, and Coordination

5.1 Field Responses and ICS

Direction and control of an incident is handled at the lowest level of government, typically by the municipality. The on-scene IC is ultimately responsible for providing tactical command and control of the incident scene, developing, and executing plans to stabilize the incident, and bringing the incident to successful closure and return to steady state operations. During some incidents, this on-scene coordination will be conducted at an ICP and/or an EOC as appropriate (for example, a train derailment response). For other incidents, on-scene coordination is not conducted from a fixed location and may be done virtually (for example, pandemic response).

RCEMHS provides a Mobile Incident Command Center (MICC) available for use at any one location as the command post. When the MICC is requested from RCEMHS or at the request of any municipality or at the discretion of the County duty officer, RCEMHS personnel will respond to the scene of incidents that are or threaten to expand in size and complexity. In essence, this elevates the Emergency Level to Operational Level 3. In such events, the IC/UC will ensure the development of an IAP. As part of this process, the situation is continually analyzed. At any point, the IC/UC may determine the need to open the EOC of the affected municipality(s), escalating the Emergency Level to Level 2.

5.2 EOC Support and Coordination

Most incidents that require RCEMHS support do not involve the full physical operation of either a municipal EOC or the RCEOC. RCEMHS personnel will typically respond to the on-scene ICP to act as liaison.

As an incident increases in scope and/or complexity, the RCEOC may be needed. When practicable, the RCEOC will operate as a virtual entity, and move to physical site operations only for very large, long-term, and/or complex incidents. In either case, when RCEMHS activates it will provide strategic incident management support but will not direct and control response operations. In these instances, the RCEOC will coordinate between jurisdictions to gather and project situational awareness countywide, coordinate public information and resources as requested, and liaise with external organizations (private sector, NGOs, state, and federal agencies) for support as necessary.

If a municipal EOC is physically opened, RCEMHS staff will be assigned to liaise with the EOC when possible. In the event of very large scope, multiple-jurisdiction, complex incidents requiring RCEOC operations, the assigned RCEMHS staff will liaise with local EOCs virtually.

6. Information Collection, Analysis, and Dissemination

6.1 Information Collection

6.1.1 MONITORING AND DETECTION

Monitoring and detection of potential and real-world incidents are crucial before, during, and after an incident.

Ramsey County uses multiple methods for detecting potential emergencies:

- Incidents are continuously monitored by the 911 system and dispatch.

- Weather and atmospheric anomalies are monitored by the NWS.

- Partner agencies are asked to report on incidents identified within their scope of service.

- Social media is routinely monitored.
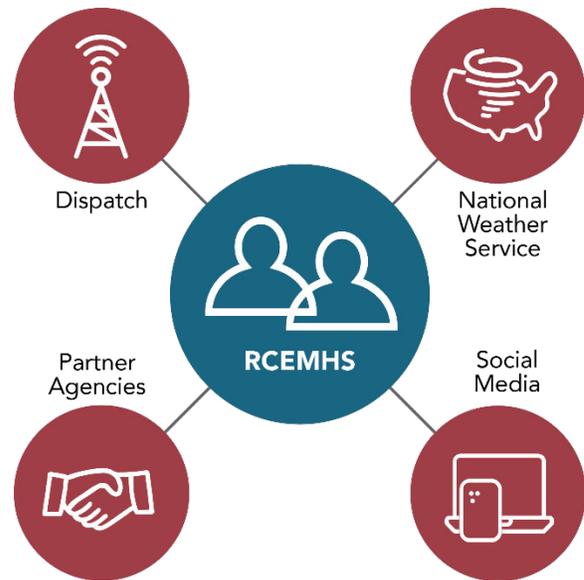
Figure 13: Monitoring and Detection Sources

Whether during an active incident or during normal operations, all agencies involved in the emergency management system in Ramsey County have a responsibility for monitoring events in relation to their respective operational areas.

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6.1.2 SUPPORT OF COMMUNITY LIFELINES

Lifelines enable the continuous operation of critical government and business functions and are essential to human health and safety and economic security.

RCEMHS uses the FEMA Community Lifelines concept to report the status of critical functions in the jurisdiction. Each jurisdiction is responsible for identifying the key agencies that support each lifeline within their area of responsibility.

Lifeline	Components	Description
Safety and Security	Law Enforcement/Security Fire Service Search and Rescue Government Service Community Safety	Law enforcement and government services, as well as the associated assets that maintain communal security, provide search and rescue and firefighting capabilities, and support public safety. Includes impending risks to impacted communities, public infrastructure, and national security concerns.
Food, Water, Shelter	Food Water Shelter Agriculture	Support systems that enable the sustainment of human life, such as food retail and distribution networks, water treatment, transmission and distribution systems, housing, and agriculture resources.
Health and Medical	Medical Care Public Health Patient Movement Medical Supply Chain Fatality Management	Infrastructure and service providers for medical care, public health, patient movement, fatality management, behavioral health, veterinary support, and the medical industry.
Energy	Power Grid Fuel	Electricity service providers and generation, transmission, and distribution infrastructure, as well as gas and liquid fuel processing, and delivery systems.
Communications	Infrastructure Responder Communications Alerts, Warning and Messages Finance 911 and Dispatch	Infrastructure owners and operators of broadband internet, cellular and landline telephone networks, cable services, satellite communications services, and broadcast networks (radio/television). These systems encompass diverse modes of delivery, often intertwined but largely operating independently. Services include alerts, warnings, and messages, 911 and dispatch, and access to financial services.
Transportation	Highway/Roadway/Motor Vehicle Mass Transit Railway Aviation Maritime	Multiple modes of transportation that often serve complementary functions and create redundancy, adding to the resilience in overall transportation networks. This includes roadway, mass transit, railway, aviation, maritime, and intermodal systems.

Lifeline	Components	Description
Hazardous Materials Hazardous Materials	Facilities HAZMAT, Pollutants, Contaminants	Systems that mitigate threats to public health or the environment. This includes facilities that generate or store hazardous substances, as well as all specialized conveyance assets and capabilities to identify, contain, and remove pollution, contaminants, oil, or other hazardous materials and substances.

Figure 14: Community Lifeline Implementation

Lifelines are monitored by the RCEMHS Duty Officer during Level 4/Routine Operations.

At all other levels Lifeline status will be reported as part of the situation report process and can be used to provide information for short- and long-term incident planning. During large or complex incidents, Lifeline status will be reported to the SEOC using their WebEOC portal.

RCEMHS's lifeline information is divided between three colors for ease of understanding and sharing information. The colors are:

- Green - The lifeline is stable.

- Yellow - Disruptions exist in the normal operations of the sectors under the lifeline. Solutions have been identified and a plan of action is in progress.

- Red - Services are disrupted; currently seeking solutions.

6.1.3 SITUATION ASSESSMENT

The official who is the first to arrive at the scene of an incident assesses the situation and provides their findings to dispatch or other incident support organizations. Staff in these organizations then use this information to assign resources and make other incident-related decisions.

Ongoing information is obtained from field-level responders through status calls and situation reports from other agencies at all levels of government, inspections of infrastructure and facilities, and windshield surveys to acquire damage assessments and human impact. Information may also be collected from social media, calls from the community, and other public reports.

Some information is considered more critical than others. Critical Information Requirements (CIRs) may be pre-identified to support decision-making and ensure important details are shared to effectively manage and execute an operation. CIRs are information that should be communicated in a timely fashion to the EOC. CIRs and reporting guidelines should be pre-identified during the planning phase and confirmed at the beginning of each response.

Priority information for collection and sharing includes:

- Threats/hazards to incoming responders and the public.

- Injuries and fatalities.

- Immediate resource needs.

- Deployments and/or demobilizations.

- Changes in conditions on the ground.

- Conditions that affect the ability to respond.

6.2 Analysis

All information acquired by the RCEMHS/municipal EMA or the EOC should be analyzed and confirmed before disseminating it further and before providing direction to staff or making other decisions based on the information. As part of the analysis, information should be dated and compared to other information collected for the same or similar subject matter and credibility established. The Planning Section has overall responsibility for this task.

The situation analysis process can be described as the continuous evaluation by RCEMHS/municipal EMA or the EOC of conditions and potential hazards affecting the geographic area and population of Ramsey County. A detailed description of the analysis process is provided in the Planning Section Job Aid.

6.3 Dissemination

6.3.1 GENERAL

Rapid information will be shared to and from deployed field units, operational areas, regions, and other entities via direct communication when necessary, including telephone, email, or radio. Daily, non-urgent information will be shared via Situation Reports. As available, RCEMHS will leverage Zoom, Microsoft Teams, HSIN, and WebEOC to support information sharing from the RCEOC.

6.3.2 EOC SITUATION REPORTS

Situation Reports (SitReps) are brief narratives that present a concise picture of the incident situation and are prepared for specific operational periods. It includes information collected through a variety of methods. Typically, only verified information will be included in SitReps; however, if unverified information must be included, it will be clearly labeled as such.

At the beginning of the incident response, the EOC director and Planning Section will determine appropriate times for submitting data and issuing SitReps. The SitRep is intended for use after the first two hours of an incident and can be updated as requested or needed. The RCEOC/municipal EOCs utilize Lifeline SitReps as the primary basis for reporting, although other types of SitReps may be developed to accomplish a specific goal or may be requested by the SEOC or specific agencies/organizations. Lifeline SitRep templates are provided in Section 3: Support Sections and Documents.

6.4 Public Alert and Warning

6.4.1 OVERVIEW

Public Alert and Warning is the capability of a jurisdiction to provide coordinated, prompt, reliable, and actionable information to the Whole Community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available. RCEMHS has a duty to provide warning information to the people who reside, visit and work in Ramsey County. The warnings

can be generated from the cities, county, state, or federal government sources. The Ramsey County ECC and RCEMHS have policies and procedures in place that facilitate the generation and relay of public alerts and warnings (see the FOG and IMT Job Aids for further details).

An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry. Before, during, and after an incident, Ramsey County will use a variety of methods to collect and disseminate timely and easy-to-understand, culturally competent emergency information to keep all members of the public safe and informed, with a high priority directed to diverse populations who may be disproportionately impacted.

Alerting the largest possible audience in an at-risk community during an emergency requires the use of multiple systems and methods that can:

- Gain the public's attention and compel them to take quick action to stay safe.

- Ensure important safety actions are communicated to all in the potentially impacted community regardless of language, disability, or other factors that could reduce a clear understanding of the message.

As a hazard becomes known and based on the circumstances and conditions that evolve, choices will be made to select:

- The best communication tool(s) to use given the situation.

- The optimal format for each message.

- The most effective times for releasing each message.

Each communication mode has its limitations. The main communication modes available to alert and warn Ramsey County include:

Communication Mode	Additional Information
Ramsey County Website	https://www.ramseycounty.us
RCEMHS Website	https://www.ramseycounty.us/your-government/departments/safety-and-justice/emergency-management-homeland-security
Facebook	https://www.facebook.com/RamseyCounty.EMHS/?fref=ts
YouTube	https://www.youtube.com/user/RCEMHS
Twitter	https://twitter.com/ramseycoemhs or @RamseyCoEMHS
Everbridge	Registered Subscriber Accounts – ability to push based on polygons
Minnesota Public Radio	State relay for EAS
Twin Cities Public Television	Can be dedicated for public safety use – able to translate into three languages in real time using native speakers
WCCO AM	Primary access point
Outdoor Warning Sirens	Used for tornados and severe thunderstorms
NOAA Weather Radios	Can be used to transmit weather and other emergency information

WEA	Alerts used by government entities through mobile/wireless carriers targeted to a defined geographical area
IPAWS	Internet-based capability, run by FEMA that federal, state, local, tribal, and territorial authorities can use to issue critical public alerts and warnings

Figure 15: Alert and Warning Communication Modes

6.4.2 ROLES AND RESPONSIBILITIES

6.4.2.1 Ramsey County Emergency Communication Center (ECC)

The Ramsey County ECC has primary responsibility and ability to provide warning and notification throughout Ramsey County. The Ramsey County ECC maintains detailed internal SOPs for both general emergency communications management and disaster specific policies and procedures.

6.4.2.2 RCEMHS

RCEMHS is responsible for providing assistance in making the decisions of when to warn and what notifications are needed. RCEMHS also provides backup alerting capability to provide Everbridge and Outdoor Warning Siren notifications.

The CIM/MIM is responsible for notifying elected officials of public alert and warning messages.

6.4.2.3 Ramsey County Sheriff's Office (RCSO) and Municipal Law Enforcement Agencies

The RCSO and local first responder agencies are responsible for coordinating any door-to-door notification or warning activities when needed.

6.4.2.4 Saint Paul Ramsey County Public Health (SPRCPH)

SPRCPH is responsible for the notification of health care facilities and health care associated businesses and persons of any health concerns that affect Ramsey County.

6.4.2.5 Municipalities

Each municipality is responsible for creating and maintaining Everbridge lists for notifications to critical staff and leadership in their respective jurisdiction. The emergency managers in each jurisdiction have procedures for how the warnings and notifications directed towards their jurisdictions and generated by their jurisdiction are handled. Each agency, department, and municipality in Ramsey County has plans in place on how to react when receiving warning and emergency notifications. Authorized officials from each city or township and on scene ICs may request activation of the warning system and/or dissemination of emergency notifications.

6.4.3 AVAILABLE RESOURCES AND IDENTIFIED RESOURCE GAPS

6.4.3.1 Public Alerting Systems

6.4.3.1.1 Integrated Public Alert and Warning System (IPAWS)

IPAWS is an internet-based capability, run by FEMA that federal, state, local, tribal, and territorial authorities can use to issue critical public alerts and warnings. The three core components of IPAWS are the Emergency Alert System (EAS), Wireless Emergency Alert (WEA), and the National Oceanographic

and Atmospheric Administration (NOAA) Weather Radio. IPAWS also includes capabilities for unique alert systems that include the dissemination of alerts through third-party applications and future system development.

The Director of RCEMHS, the County duty officer, the County Sheriff, the EMA director of any Ramsey County municipality, and the chief fire and/or law enforcement officer of any Ramsey County municipality are authorized to activate the IPAWS.

IPAWS may also be used by the Federal or State government.

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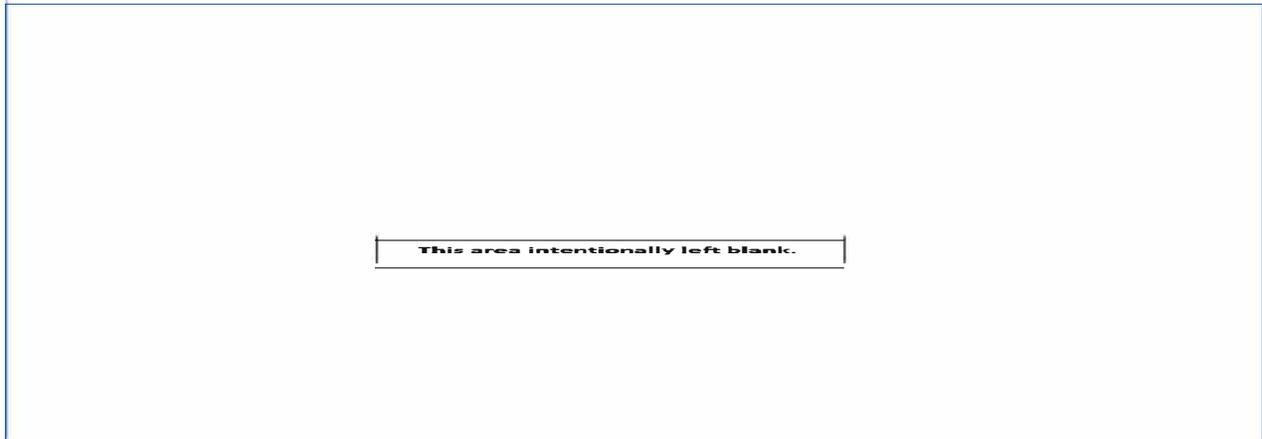
6.4.3.1.2 Wireless Emergency Alert

WEA are emergency messages sent by authorized government alerting authorities through mobile/wireless carriers. WEA alerts are targeted to a defined geographical area and are presented differently than typical text alerts to differentiate them from regular notifications. They offer a unique alert tone and vibration accompanied by a brief push notification displayed uniquely on the end user's mobile device. WEA is an opt-out system. Mobile device users will receive the WEA notification unless they choose to deactivate the service on their mobile device. WEA has the capability of notifying WEA-enabled cell phones within a selected geographic area, whether or not they have previously opted-in. This capability allows the residents of a given jurisdiction and persons visiting the jurisdiction the ability to be notified. Messages may be received by phones outside of the intended alert area.

6.4.3.1.3 Emergency Alert System

The federal EAS is used by alerting authorities to send warnings by broadcast, cable, satellite, and wireline communications pathways. EAS enables the president or authorized alerting agencies to interrupt all broadcasts in one or more counties with an emergency announcement. Satellite and cable TV carriers also participate in EAS, but their capacity to geographically target dissemination is more limited. EAS can distribute warning messages over large areas very quickly but cannot reach people who are not watching or listening to broadcast media.

The Director of RCEMHS, the County duty officer, the County Sheriff, the EMA director of any Ramsey County municipality, and the chief fire and/or law enforcement officer of any Ramsey County municipality are authorized to activate the EAS. Requests to activate the EAS are to be coordinated
███ Notification that the EAS

has been requested MUST be reported to the Ramsey County ECC and the Ramsey County Duty Officer immediately after the request is made.

6.4.3.1.4 National Weather Service and Wireless Emergency Alerts

For continuity of operations and effective response, the NWS coordinates with its local partners prior to issuing WEA messages. The NWS, in conjunction with the Federal Communications Commission (FCC), has an established list of weather warnings that will trigger WEA for the affected area, generally defined as a polygon. WEA messages are disseminated by IPAWS.

6.4.3.1.5 NOAA Weather Radio

Using technology similar to older portable radio pagers, desktop radio receivers can be activated when they receive particular tone or data signals. The alerting signal is typically followed by audio information. The nationwide National Weather Radio network operated by the NOAA is the best known and most widely deployed example of this technology. Tone-alert radios can provide both alerting and warning detail quickly over a wide area but require an investment in the receiving equipment that many members of the public decline to make. Some NOAA Radios have Specific Area Message Encoding (SAME) capability, allowing public or jurisdictions to limit warnings only to an area of concern.

Severe weather watches and warnings will be transmitted by NOAA All-Hazards Weather Radio and relayed by The State Warning Point and broadcast/cable outlets.

- The Ramsey County Warning Point is the Ramsey ECC.
- The alternate Ramsey County Warning Point is the Backup ECC

6.4.3.1.6 211 Call Center

The United Way's 211 can act as a statewide social service referral agency during normal operating hours. During an emergency, RCEMHS may request 211 service as an information dissemination center for the EOC. The EOC provides the Call Center critical information in the form of talking points for release to the public. Likewise, the Call Center provides critical information to the EOC regarding the condition of the population.

6.4.3.1.7 Additional Systems

Other systems exist that can support public information and warning, such as commercially available smartphone applications.

6.4.3.2 Internal Alerting Systems

6.4.3.2.1 Skywarn and Weather Intelligence

The Metro Skywarn organization trains and maintains a roster of certified severe weather spotters (amateur and public safety). Amateur spotters are volunteers trained and certified in the NOAA NWS Skywarn Spotter system. When activated, these spotters go to the perimeter of the areas where severe weather is anticipated and position themselves to observe and report. They report to the Network Control Center (Net Control) for Metro Skywarn. There are two Metro Skywarn Net Control centers:

Maple Grove Skywarn, and Bloomington Skywarn. Each of these are scheduled on a two-week rotating basis.

When severe weather is imminent in Ramsey County, RCEMHS is activated to monitor the weather and impacts of weather on critical lifelines. RCEMHS staff gather the intelligence from the public safety agencies in the county and communicates that information to the other jurisdictions in the region. NWS Weather Support for Events is also utilized.

6.4.3.2.2 County Government Alerting

Ramsey County agencies subscribe to an automated multi-method alerting system. During an emergency, the system can be used to notify critical staff by land-line telephone, cellular phone, email, fax, and/or text message. Additionally, the system allows for selection of a geographic area by which land-line phones of the public can be notified.

6.4.3.2.3 Health Alert Network (HAN)

The director of SPRCPH is responsible for all warning and emergency notifications to health service providers in Ramsey County. This responsibility has been delegated to the coordinator of Ramsey County's HAN. This is an internal notification tool only and does not send information to the public.

6.4.4 CONSIDERATIONS FOR DIVERSE POPULATIONS

It is critical to ensure that all populations living and working in or visiting Ramsey County have the information they need to keep themselves and their families safe. Universal access to effective communication is especially critical when communicating emergency messages. Receiving clear, understandable messaging is particularly critical for those who may be higher at risk. During an event, information and guidance may change and evolve. Without access to continually updated information, individuals at risk are not able to take the necessary steps to protect themselves. Many individuals who are disproportionately at risk and often are challenged in receiving communications include those with disabilities, access and functional needs, particularly persons with limited (or no) English proficiency and those who are deaf or hard-of-hearing. Considerations for informing these and other diverse populations, including those with limited digital access, such as the unhoused, must be taken to ensure fair, equitable and inclusive communications outreach. RCEMHS outreach to advocacy organizations, including use of the trusted messenger program, that support and provide accommodation to those from diverse populations and those who have functional vision or hearing disabilities, will help ensure the critical information is received in a culturally inclusive, competent manner.

Local public and private sector partners that connect with and serve persons with limited English proficiency can assist in identifying potential resources and specialized outreach methods. Identifying the languages and dialects spoken by the diverse populations with limited English proficiency in the impacted communities needing translated information can be supported by community- and faith-based organizations. Additionally, community partners can help identify cultural attributes that may influence the receptiveness of the message and the willingness and ability of impacted persons to act in response to an alert and warning message. Public gathering spaces that serve persons with limited English proficiency, such as schools or local libraries that offer internet access or language access resources, can serve as valuable resources.

Under Title II of the ADA, all state and local governments are required to take steps to ensure that their communications with people with disabilities are as effective as communications with those without disabilities. Information approaches, systems, and policies need to be human-centered, not a one-size-fits all approach. When these communications involve a person with DAFN, an auxiliary aid or service may be required for communication to be effective. Auxiliary aids and services are devices or services that enable effective communication for people with access or functional needs. Generally, the requirement to provide an auxiliary aid or service is triggered when a person with an access or functional need requests it. The type of aid or service necessary depends on the length and complexity of the communication as well as the format.

Auxiliary Aids / Potential Resources to Support Alerts and Warnings:

- Qualified sign language interpreters

- Communications and Warning messaging for hearing and sight impaired (Telecommunication Devices for the Deaf [TTD] and TeleTYpe [TTY])

- Translation and interpreter services for different languages

- SNAP

- Materials in plain text or word processor format

- Additional Auxiliary Aid Recommendations

- Cell phones that have translation capabilities

- Guidelines in Braille, prior to an emergency, on how to receive emergency notification

- Amplified phones

- Captioned phones and caption apps

- Hearing aid compatible phones

- Television hearing aid and listening devices

- FM loop systems

- Visual - a flashing light

- Vibrotactile - a vibrating component

- Auditory - increased amplification

6.5 Handling of Information

6.5.1 GENERAL

All public information activity shall be in accordance with the administrative policy on public information and communications and policies promulgated by the County Director of Communications. Ramsey County staff must comply with all Ramsey County IS Data Security rules.

6.5.2 PERSONALLY IDENTIFIABLE INFORMATION

All personally identifiable information (PII) during a disaster, including Health Insurance Portability and Accountability Act (HIPAA) information, shall be treated in accordance with federal, state, and local regulations and policies.

6.5.3 MEDIA ACCESS

Requests for information regarding public safety procedures or personnel in the county or the municipalities shall be in writing. Information requests regarding the municipalities should be forwarded to the municipal emergency program manager. Release of personnel or other information shall be in accordance with County administrative policy and state law. All other requests for information should be vetted by the County Attorney's office.

6.5.4 WITHHOLDING INFORMATION

Notwithstanding existing law, all information considered public domain should be shared with the public through public information and media representatives. The PIO/JIC will make every effort to obtain the accurate and timely information in a fair and impartial manner and present that information to the media.

6.5.5 SENSITIVE INFORMATION

Disaster-related classified and For Official Use Only (FOUO) information will not be discussed outside the RCEOC and/or municipal EOC unless in a secure environment.

6.5.6 FLIGHT RESTRICTIONS

Federal Aviation Administration (FAA) regulation 91.137 covers temporary flight restrictions during incidents/disasters and sets forth procedures which pilots of media and other aircraft must follow. Permission to fly over incident sites may be denied if such flights will pose a significant safety hazard to the general public.

7. Administration and Finance

7.1 Administration

7.1.1 DOCUMENTATION

The County/municipalities recognize the importance of documenting incident activities to accurately account for decisions made and actions taken during the response. The County/municipalities will keep and archive official and unofficial incident documentation, including correspondence, Situation Reports (SitReps), ICS forms, IAPs, press releases, and any other documentation used during the response. Information will be archived for a minimum of three years following the closure of federal reimbursement or longer for specific records outlined in State or jurisdiction record retention policies.

Records and reports are typically managed by the Planning Section during an EOC activation. Reporting times and processes should be evaluated and confirmed at the time the EOC is activated. When evaluating these needs, consideration should be given to the length of the operational period, operational tempo of the response, who needs reporting as a matter of process, what additional partners would benefit from receiving reports, and any state requirements for reporting. Reporting may be reevaluated and changed during a response.

Record keeping is essential for tracking the movement and disposition of resources for financial reconciliation and after-action reporting, among other things. Field level personnel should provide, at a minimum, copies of the following documentation to the EOC: Unit Logs (ICS form 214), position logs (ICS form 214a), SitReps, and IAPs. All other documentation produced in the EOC should eventually go to the Documentation Unit in the Planning Section for record-keeping.

The local government must maintain duplicate records of all information necessary for the restoration of normal operations. This process of record retention involves offsite storage of vital data that can be readily accessible.

7.1.2 AFTER-ACTION REPORT / IMPROVEMENT PLANNING

Review and reporting after an emergency action or exercise is a best practice to improve for the next incident. Conducting after-action reviews (i.e., "hotwashes") and completing AAR/IPs benefit the County/municipality by informing future investments in planning, organization, equipment, training, and exercise (POETE). AAR/IPs should be reviewed annually, and the information integrated into RCEMHS/emergency management agency budgets, training plans, operational plans, and other administrative documentation to support continuous improvement.

7.2 Finance

7.2.1 FUNDING AND ACCOUNTING

During an incident, all financial actions are required to be documented to track all expenditures and provide appropriate documentation for possible reimbursement. The EOC Finance/Administration Section will work to ensure that all finances are tracked and accounted for during emergency operations, utilizing procedures and protocols that are used during normal day-to-day operations, and when necessary, utilize special procedures which are facilitated by the local emergency proclamation

process. Additional/alternate procedures may be developed if necessary to meet the needs of the incident.

During incidents, an organization's day-to-day resource management and procurement requirements may change to meet immediate resource needs. A local proclamation of emergency may alter or enhance authorities related to the following:

- Purchasing power
- Spending limits
- Resource sourcing
- Cost tracking

All incident expenditures up to the authorized threshold set by the County/municipality must be documented, approved, and signed by the appropriate delegated authority. Amounts above the threshold set by the County/municipality must be approved by the County manager, Municipal manager, or other authorized representative per jurisdictional policy.

7.2.2 COST RECOVERY

The County/municipality will seek cost recovery for disaster-related expenses whenever possible. This may include the costs of the immediate response activities, in addition to permanent mitigation or restoration costs. The State of Minnesota and FEMA require specific documentation for potential recovery of costs. To facilitate this effort, the County/municipality will follow administrative protocols to track time, activities, expenses, and information on applicable personnel and equipment usage in adherence with the most recent version of FEMA's Public Assistance Policy and Procedure Guide.

7.2.2.1 Ramsey County Disaster Cost Recovery Procedure

7.2.2.1.1 Establishing Accounting Codes

7.2.2.1.1.1 Notification

As soon as a declaration of local emergency is contemplated by the County, the director of RCEMHS will notify the chief financial officer (CFO) of the need to establish accounting codes specific to the incident. This will be done as early in the incident as practicable, even before the formal declaration is issued by the chair of the board. The codes will be activated when a local emergency is declared or on direction of the CFO.

The process to establish accounting codes is as follows:

- The RCEMHS director will notify the controller of the Safety and Justice Service Team.
- The controller will notify the Finance Department and work to establish codes in Aspen and Summit.
  - Assignment Codes in Summit will start with the designator ER followed by the two-digit year and a letter. These letters will be sequential for each emergency in each year, starting with A (e.g., ER23A, ER23B, etc.).
- When assignment codes are in place, the controller will inform the RCEMHS director.

- Upon authorization of the RCEMHS director, the controller will work with Finance to send the account codes to all Ramsey County business units.

7.2.2.1.1.2 Activation

When a local emergency is declared as described in the CEOP, all County departments will be instructed to use the codes for all activities, payroll, and purchases related in any way to the emergency.

- The RCEMHS director will notify the controller that an emergency has been declared by the chair of the board.

- The controller will work with the Finance department to disseminate the instructions for codes to all Service Team controllers and department finance personnel.

- The CFO will ensure that the codes are disseminated to all Finance personnel.

7.2.2.1.1.3 Operation

Personnel time and all expenses that may be related to the following shall be reported using the designated codes for the emergency incident until such time as, acting on the advice of the director of RCEMHS, the CFO instructs that such records no longer need to be kept.

- Establishing activities
  - The RCEMHS will assign the Public Assistance lead to an RCEMHS coordinator to manage Public Assistance and the FEMA Portal.
  - The Safety and Justice controller will assign an accountant to RCEMHS to oversee records and data.
  - In consultation with the CFO and controller, an outside Public Assistance contractor may be hired for the project at any time during the project.
- Eligible Categories
  - Debris Removal (FEMA Category A)

    This category applies to debris removed in the public interest from public lands/rights of way and necessary to:
    - Eliminate immediate threat to life, public health, and safety.
    - Eliminate immediate threats of significant damage to improved public or private property.

    Debris cannot be removed from private property without specific action by the board of county commissioners (but must still meet the above criteria).
    - Debris includes:
      - Trees and woody debris.
      - Building materials.
      - Sand, mud, silt, and gravel.

- Removal of temporary levees constructed to mitigate the emergency.
- Emergency Protective Measures (FEMA Category B)
  ‣ This category applies to measures undertaken in response to the emergency and includes:
    - Search and Rescue.
    - Security resulting from impacts of the emergency.
    - Emergency pumping.
    - Sandbagging.
    - Detour and warning signage.
    - Costs associated with activating the RCEOC or DOC.
    - Emergency and temporary repairs necessary due to impacts of the emergency.
    - Overhead powerlines.
    - Emergency medical facilities.
    - Evacuations undertaken before, during, or after this emergency to save lives.
    - Measures to protect improved property.
- Roads and Bridges (FEMA Category C)

  This category applies to work required to repair and remedy issues with:
    ‣ Roads:
      - Surfaces
      - Bases
      - Shoulders
      - Ditches
      - Drainage structures
      - Low water crossings
    ‣ Bridges:
      - Decking and pavement
      - Piers
      - Girders
      - Abutments
      - Slope protection
      - Approaches

- – Slope failures
- Water Control Facilities (FEMA Category D)

    This category applies to:

    ‣ Dams and reservoirs

    ‣ Levees

    ‣ Engineered drainage channels

    ‣ Canals

    ‣ Aqueducts

    ‣ Shore protection devices

    ‣ Irrigation facilities

    ‣ Pumping facilities

- Buildings and Equipment (FEMA Category E)

    This category applies to publicly owned buildings and facilities and equipment, including:

    ‣ Buildings

    ‣ Structural components

    ‣ Interior systems including electrical, mechanical, HVAC, and contents

- Utilities (FEMA Category F)

    This category applies to:

    ‣ Water treatment plants

    ‣ Power generation and distribution

    ‣ Natural gas facilities

    ‣ Wind turbines

    ‣ Generators

    ‣ Substations

    ‣ Powerlines

- Parks, Recreation, and Other (FEMA Category G)

    This category includes publicly owned:

    ‣ Playground equipment

    ‣ Swimming pools

    ‣ Bath houses

    ‣ Tennis courts

- ‣ Boat docks

- ‣ Piers

- ‣ Picnic tables

- ‣ Golf courses

- ‣ Fish hatcheries

- ‣ Mass transit facilities

- ▪ Indirect and direct administrative costs associated with requesting, obtaining, and administering a grant for a declared emergency (FEMA Category Z)

- • Eligible personnel time

Personnel time shall be accounted for when it relates to any of the categories above due to the emergency. Such costs must be based on the County's existing pre-disaster written labor policies. Such policies may not include any contingency clause (must be applied uniformly regardless of a state or presidential disaster declaration).

Such work may be reimbursable if the labor costs are tied to the performance of eligible emergency work.

- • Regular Staff

  - ▪ Overtime

  - ▪ Premium pay

    - o Compensatory time

- • Contract Employees: Performance of work by contractors and temporary employees hired specifically for this emergency and directly tied to eligible emergency work.

NOTE: Increased costs of operating a facility resulting from an emergency are generally ineligible for reimbursement, even when directly related to the incident. These might include costs such as:

- • Patient care

- • Administrative activities

- • Provision of food

- • Increased utility costs

- • Additional permanent staff

- • Storage

7.2.2.1.1.4 Personnel and Equipment Use Records

Personnel working on or providing services to work resulting from the emergency will complete an "Activity Log" (similar to ICS 214). The department timekeeper can maintain this log for the employee. This activity log will include:

- The date and times of work, and a very short description of what the employee did that might be related to the emergency.

- What equipment they were using at the time

7.2.2.1.1.5 Emergency Contracting

The CFO and the County manager may choose to draft a resolution allowing for contracting which allows amounts in excess of $100,000 that include reporting and requesting requirements that differ from the usual and customary requirements around board actions for contracts.

- Contracts must still comply with applicable Ramsey County policy and state and federal law (including the requirements of CFR Part 200).

- Amendments and additions to contracts in an emergency must always comply with existing policies and laws.

- Contracts may not include contingencies based on potential reimbursement from the state or federal government.

7.2.2.1.2 Establishing the Disaster Costs Recovery Committee (DCRC)

The CFO and the director of RCEMHS will confer about the timing for calling together the Disaster Costs Recovery Committee (DCRC).

- The purpose of the DCRC is to identify and coordinate strategies for maximizing the possible programs by which Ramsey County is likely to recoup some or all expenses related to the emergency incident. These might include:

  - Insurance

  - FEMA Public Assistance

  - MN HSEM Chapter 12

  - State of MN agency grants

  - Other sources

- The DCRC membership should include:

  - CFO (Chair)

  - Director of RCEMHS (Vice Chair)

  - Controller – Safety and Justice Service Team

  - Finance Department Deputy Director

  - Ethics Officer

  - Lead Outside Consultant (If hired – the CFO and RCEMHS will confer as to when to utilize outside contractor assistance.)

7.2.2.2 Municipal Disaster Cost Recovery Procedure

7.2.2.2.1 Establishing Municipal Cost Recovery Record Keeping

Each municipality is responsible for developing and maintain disaster costs records.

- The purpose of these records is to identify and coordinate strategies for maximizing the possible programs by which the municipality and Ramsey County are likely to recoup some or all expenses related to the emergency incident. These might include:
    - Insurance
    - FEMA Public Assistance
    - MN HSEM Chapter 12
    - State of MN agency grants
    - Other sources
- The municipality may be assigned FEMA Grants Portal Access for direct data entry as an Applicant.

7.2.2.3 FEMA Grants Portal and State Tracking

The Federal Emergency Management Agency Grants Portal is an online system that FEMA, Recipient, and Applicant use to process Public Assistance projects. Grants Portal's capabilities include but are not limited to:

- Storing Applicant documentation.
- Communicating and coordinating between FEMA, Recipient, and Applicant.

Each has a responsibility with respect to how the PA program is implemented and to coordinate together to deliver the program in the affected communities:

- Recipient: In the FEMA Public Assistance program the Recipient is the State.
- Applicant (subrecipient) – The applicant for funding, such as a county, municipality, or eligible nonprofit.

Depending on the size and scope of a disaster, the County may serve as the Applicant for all. In many cases, however, the affected municipality will be its own applicant.

Additional information about cost recovery can be found in the Recovery Annex.

8. Plan Development, Maintenance and Training / Exercise

A current CEOP is the first step toward an efficient and timely response during emergencies. Planning alone, however, is not enough to achieve readiness. Training and exercises are essential at all levels of government to ensure the operational preparedness of emergency management personnel.

8.1 Plan Development

The CEOP is developed under the authority of Ramsey County government. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and corrective actions identified from exercises or responding to real events. This section describes the plan development and maintenance process for keeping the CEOP current, relevant, and compliant with CPG 101 v3, NIMS, and other applicable guidance. A record of change log is maintained as part of the CEOP Base Plan.

The CEOP was developed with the cooperation of participating Ramsey County departments, agencies, and partner organizations following emergency operations planning guidance found in NIMS, the EMAP, MN Walk, and CPG 101 v3. The CEOP was developed in a functional format, focusing on a base plan, functional annexes, and checklists where appropriate to ensure ease of use.

8.2 Maintenance

The CEOP is not a static document but will evolve as needs and priorities evolve. Changes to the organization, federal guidance, or local/state/federal regulations may require that changes be made to the Base Plan.

Changes to the annexes may become necessary as exercises and real-world emergencies provide opportunities to implement the Plan, test its effectiveness, and highlight strengths or areas in need of improvement.

RCEMHS coordinates the maintenance of the CEOP including the full document updates. These substantial reviews should take place a minimum of every two years. The RCEMHS director is authorized to prepare and maintain the CEOP and to submit it to the County manager and board of commissioners for approval and promulgation.

8.3 Training

NIMS outlines three categories of training for EOC personnel: "All Incident Personnel," "Incident Personnel with Leadership Responsibilities," and "Incident Personnel Designated as Leaders/Supervisors." The recommended training progression is as follows:

8.3.1 ALL EOC PERSONNEL

All incident personnel working within an EOC should complete the following courses for foundational knowledge of incident response:

- IS-100: Introduction to the Incident Command System, ICS 100 – This course introduces ICS and provides the foundation for higher-level ICS training.

- IS-200: Basic Incident Command System for Initial Response, ICS 200 - This course reviews the Incident Command System (ICS), provides the context for ICS within initial response, and supports higher level ICS training.

- IS-700: National Incident Management System, An Introduction – This course introduces NIMS concepts and principles.

FEMA Course	Elected Officials	Senior Management	Dept Heads & EOC Staff	Potential Assigned to EOC	Responders
IS-700	X	X	X	X	X
IS-703b		X	X	X	
IS-800	X	X			
IS-100			X	X	X
IS-200			X	X	X
IS-300					X*
IS-400					X*
IS-2200	X	X			
G-191			X	X	X
G-775		X	X		

Figure 16: EOC Staff Recommended Courses

* Command Staff only

8.3.2 EOC PERSONNEL WITH LEADERSHIP RESPONSIBILITIES

Supervisory personnel working within an EOC should complete the following courses for additional background in incident management systems with leadership responsibilities:

- IS-800: National Response Framework, An Introduction – This course introduces participants to the concepts and principles of the NRF.

- IS-2200: Basic EOC Functions – This course prepares incident personnel working in an EOC to understand the role and functions of an EOC during incident response and the transition to recovery.

- G0191: Emergency Operations Center / Incident Command System Interface – This course provides an opportunity for emergency management and response personnel to begin developing an ICS/EOC interface for their communities.

- G0775: EOC Management and Operations – This course focuses on multiagency coordination, EOC design, staffing considerations, and mobilization/demobilization of EOCs.

8.3.3 EOC PERSONNEL DESIGNATED AS LEADERS/SUPERVISORS

The following course applies to higher EOC leaders that need enhanced knowledge, level concepts, methods, and tools for larger, more complex incidents:

E/L/G2300: Intermediate EOC Functions – This course describes the role of EOCs as a critical link to the other NIMS Command and Coordination structures.

8.3.4 EOC ADVANCED TRAINING

This training is above and beyond what is necessary for FEMA preparedness grant eligibility. Students participating in these advanced courses will gain an understanding of emergency management concepts:

- Position-specific training for EOC staff, such as PIO or Planning Section Chief

- FEMA's Emergency Management Professional Program (EMPP). This program includes three academies: Basic, Advanced, and Executive.

- Emergency Management Institute (EMI) Integrated Emergency Management Course (IEMC). This is an exercise-based training series for EOC personnel.

This list is not exhaustive. Additional courses are provided within the functional annexes and hazard appendices as appropriate.

8.4 Exercise

The best method of training emergency responders is through a progression of building-block exercises. Exercises allow emergency responders to become familiar with the procedures, facilities, and systems they will use during incident response. Training and exercise programs for the RCEMHS are established with consistent consideration for vulnerable populations.

RCEMHS utilizes the Homeland Security Exercise and Evaluation Program (HSEEP) to design all exercises in the jurisdiction. HSEEP is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, facilitation, evaluation, and improvement planning. Recognizing this, the signatories to this Plan agree to participate in scheduled HSEEP exercises to be identified and scheduled in the annual RCEMHS work plan.

Figure 17: HSEEP Exercise Cycle

Exercises will be conducted regularly to maintain readiness. Exercises should include as many Ramsey County stakeholders as possible and incorporate vulnerable populations. RCEMHS will document exercises by conducting an HSEEP informed evaluation process using the information obtained from the evaluation to complete an AAR/IP and documenting completion of the corrective actions noted in the improvement plan.

RCEMHS will inform Ramsey County departments, agencies, municipalities, and special districts of training opportunities associated with emergency management. Those with responsibilities under the CEOP must ensure their personnel are properly trained to carry out these responsibilities.

RCEMHS schedules several exercises each year that include some, if not all, of the following:

Discussion-Based Exercises:

- Seminars

- Workshops

- Tabletop Exercises (TTXs)

- Games

Operations-Based Exercises:

- Drills

- Functional Exercises (FEs)

- Full-Scale Exercises (FSEs)

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RAMSEY COUNTY

COMPREHENSIVE EMERGENCY OPERATIONS PLAN

SECTION 2
ANNEXES

Public Version

Section 2: Functional Annexes contains the following annexes:

- Functional Annex A: Volunteer and Donations Management
- Functional Annex B: Protective Actions
- Functional Annex C: Ingestion Pathway
- Functional Annex D: Public Health and Medical
- Functional Annex E: Recovery
- Functional Annex F: Fatality Management
- Functional Annex G: Hazardous Materials
- Functional Annex H: Mass Care and Shelter
- Functional Annex I: Community Lifelines

Each annex generally adheres to the following structure:

1. Introduction

    1.1 Purpose

    1.2 Scope

    1.3 Planning Assumptions

2. Preparedness Targets

3. Concept of Operations

    3.1 General

    3.2 Organization

    3.3 Assignment of Responsibilities

    3.3 Available Resources and Identified Resource Gaps

    3.4 Key Operational Activities

4. Related Training

5. Supplemental Documents/References

PLAN NAME	Volunteer and Donations Annex
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation A
LEAD COORDINATING AGENCIES	Ramsey County Social Services; Ramsey County Emergency Management & Homeland Security; Municipal Emergency Management Agencies
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Department of Property Management; Municipal Department of Public Works, Ramsey Department of Workforce Solutions; MN Volunteer Organizations Active in Disaster; Adventist Community Services; American Red Cross; Lutheran Social Services; Salvation Army; United Way 211; Community Emergency Response Teams
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

Volunteer and Donations Management describes the coordination processes used to support the County and its municipalities in ensuring the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support incidents requiring a coordinated response, including offers of unaffiliated volunteer services and unsolicited donations.

The Ramsey County Emergency Operations Plan (CEOP) Volunteer and Donations Management Annex (Annex) is intended to:

- Augment the CEOP as a supporting plan and to be in alignment with the principles and practices as described therein.

- Enhance resources available to Ramsey County and the community-at-large for disaster response and recovery through the involvement of volunteers and the use of donations.

- Establish a means by which unaffiliated volunteers and philanthropists can contribute to disaster response and recovery efforts.

- Encourage inclusive partnerships among governmental agencies and community-based organizations (CBOs) for the most effective, culturally competent, community-wide approach to volunteer and donations management.

1.2 Scope

This Annex strives to outline a system for use by all jurisdictions within Ramsey County for managing and coordinating unaffiliated volunteers, unsolicited donated goods, and undesignated financial contributions in all levels and types of disasters that require a supported response. Any reference to volunteer services and donated goods in this Annex refers to unaffiliated volunteer services and unsolicited goods unless otherwise stated.

Important considerations that affect the scope of this plan are as follows:

- Donated goods that are solicited by a relief organization are the responsibility of that organization. They will arrange for receiving, storing, distributing, and disposing of such items.

- Affiliated volunteers with a disaster response organization will be managed by leadership from the organization with which they work. The organization with which they are affiliated is responsible for the management, support, and overall welfare of affiliated volunteers during their assignments.

- Financial contributions designated for a particular organization are the responsibility of that organization. They will receive, account for, and distribute undesignated financial contributions received according to their own agency policies.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and the reference section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

1.3.1 GENERAL

- In the event of a disaster, local government and voluntary agencies will collaborate to receive, manage, and distribute unsolicited donated goods and undesignated financial contributions and manage offers of assistance from unaffiliated volunteers.

- Donations management should coordinate closely with the private sector and business community.

- The operating ability of agencies normally responsible for donations and volunteer management may be adversely affected by disaster conditions, reducing their capability to work at normal capacity.

- The volume of donations and volunteers may be beyond the operating capacity of agencies charged with volunteer and donations management.

- Media coverage will affect the level of volunteer and donations and can be leveraged to support messaging to the public.

1.3.2 VALUE OF VOLUNTEERS

- Volunteers are a valuable resource when they are trained, assigned, and supervised within established emergency management systems.

- Volunteering is an activity of choice. Ramsey County may request volunteer service organizations for assistance but cannot demand their participation. Individuals or organizations may decline to participate for several reasons including, but not limited to, concern for personal health and safety or primary commitments, such as employment or family.

- Volunteers should include representatives of the culturally diverse populations impacted by the disaster to more equitably address the unique needs and cultural considerations of individuals displaced by the disaster.

1.3.3 USE OF VOLUNTEERS

- Ramsey County and its municipalities will plan to support community volunteer needs using local resources for a minimum of 72 hours.

- Volunteer deployment will be based on the size and type of disaster or planned event as well as the skills needed by local officials to mount an effective response and recovery effort. During any disaster or planned event, it may be that not all volunteers or any volunteers (affiliated or unaffiliated) will need to be deployed.

- Ramsey County and its municipalities or their designees reserve the right to screen volunteers and may decline their use if they are unable to meet the skill and safety requirements, or if positions are unavailable. Screening may include the use of background checks as volunteers often work with vulnerable populations and public resources.

- Volunteer Reception Centers will be organized and managed based on the needs of the incident.

- While Ramsey County and its municipalities hold responsibility for disaster volunteer management, this responsibility may be designated to a CBO that is more familiar with and has more resources to support volunteer management operations.

- On-scene management and "Just in Time" (JIT) training, orientation, and support resources may be required to properly coordinate volunteer efforts.

1.3.4 AFFILIATED VOLUNTEERS

- Affiliated volunteers will only be deployed by their organizations at the request of incident command, the Ramsey County Emergency Operations Center (RCEOC), and/or municipal EOCs and will follow established Incident Command System (ICS) protocols.

- Affiliated volunteer service organizations can support efforts to recruit, mobilize, train, and deploy unaffiliated volunteers in coordination with state and local government.

1.3.5 UNAFFILIATED VOLUNTEERS

- Ideally, all volunteers should be affiliated with an established organization and trained for specific disaster response activities. However, the spontaneous nature of individual volunteering is inevitable; therefore, unaffiliated volunteers must be anticipated, planned for, and managed.

- Ramsey County and its municipalities are ultimately responsible for interviewing, screening, registering, training, and referring any unaffiliated volunteers that it uses in disaster or planned event operations. This is for the protection of both the volunteer and the jurisdiction. This responsibility can be delegated to others through a written delegation of authority.

- Unaffiliated volunteers may be unprepared for or unaware of the conditions they will work in or have unreasonable expectations of the services and resources that they will be provided by the response system during their service.

1.3.6 UNSOLICITED DONATIONS

- Donations management must be flexible; there is no single approach to donations management, and it can vary considerably from one incident to the next.

- People inside and outside the devastated area will want to donate money and goods to support local response, relief, and recovery efforts.

- Unsolicited donated goods may arrive without warning and without proper packaging and/or labeling.

- Businesses and other organizations generally make contributions of new goods, including palletized water, canned food, and other useful bulk goods.

- Individual people generally make donations of used or previously purchased goods, including clothing, blankets, sleeping bags, household items, toys, food, and water.

- Donations may not correspond to the needs of the individuals or community affected by the disaster. Similarly, many of these donations may be of a quality that renders them unusable.

- Donated goods require significant attention and resources immediately following the event; if not promptly and appropriately managed, attention to this activity increasingly demands the diversion of resources away from service delivery.

1.3.7 FINANCIAL CONTRIBUTIONS

- There will be financial contributions to assist disaster victims, without the designation of a specific agency to manage/distribute them. A fund management/distribution system will need to be established to receive, account for, and distribute these undesignated financial contributions.

- Monetary donations are preferred over in-kind donations by virtually all emergency response/recovery stakeholder groups.

- Donations may be received in the form of cash, checks, credit card payments, gift cards, stock options, cryptocurrencies, and complex assets, some of which may be paid for online or through text messages or other smartphone-enabled systems.

- Unsolicited donations may come with conditions (such as going only to specific types of victims) or may only be made to appear like donations at first glance. A donor may expect repayment, publicity, or a tax write-off.

- Donations or requests for donations could be illegal, fraudulent, or an attempt to take advantage of victims or responding/affected agencies or jurisdictions.

- The need for monetary donations will exist well into the long-term recovery phase as unmet needs are identified after other resources are exhausted.

1.4 Policies

Ramsey County Administrative Code 5.40.03 through County Board Resolution #97-374, passed September 9, 1997, and amended by Resolution 2003-159, passed on May 13, 2003, the following policies that affect donations to the County:

- The County Manager's office can accept donations to the County government of cash or goods under $10,000 in value. Donations valued over that amount may only be accepted through the

Ramsey County Board of Commissioners. All donations will be coordinated through the County Manager's office.

- The County will not accept donations that have contingencies placed upon their use or have conditions aimed at providing the giver with preferential treatment by the County.

Additional volunteer and donations management policies of Ramsey County include:

- Affiliated volunteers will be used to fill personnel gaps before unaffiliated volunteers.

- The public will be encouraged to provide monetary donations instead of material goods donations.

- The County will support local jurisdictional efforts to provide for volunteer and donations management instead of managing the effort themselves, except:

  - When a local jurisdiction does not have the capability and/or capacity to provide for volunteer and donations management themselves.

  - When an incident spans several jurisdictions, and the need exists to coordinate volunteer and donations management efforts across these jurisdictions.

2. Preparedness Targets

To achieve an effective volunteer and donations management response, the following Preparedness Targets are suggested for each municipality's emergency management agency and for Ramsey County Emergency Management and Homeland Security (RCEMHS):

- Engage the Whole Community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined volunteer and donations management objectives.

- Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

- Be able to deliver essential commodities and services in support of impacted communities and survivors.

The broad Volunteer and Donations Management Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	Manage and maintain the CEOP and this Annex.
Organization	Maintain MOUs needed to support the implementation of this Annex.
Equipment	Maintain a supply of equipment needed to support the implementation of this Annex.
Training	Provide training on the implementation of this Annex to partners with assigned responsibilities at least once every two years.
Exercise	Provide partners opportunities to exercise the volunteer and donations management function at least once every two years.

Figure 1: Volunteer and Donations Management Preparedness Targets

3. Concept of Operations

3.1 General

Ramsey County has designated RCEMHS as the coordinating agency for volunteer and donations management. As a leader and convener, RCEMHS will work with other cooperating agencies, such as Minnesota (MN) Voluntary Organizations Active in Disaster (VOAD) and other volunteer-supporting organizations to support the use of unaffiliated volunteers and unsolicited donations during disaster response and recovery efforts. RCEMHS will convene a meeting once a year to coordinate with key partners and provide the opportunity for collaboration. The meeting should include at least one representative each from RCEMHS and every partner involved in volunteer and donations management to enhance coordination of this function post-disaster.

3.1.1 ACTIVATION

This Annex may be activated by the Ramsey County/Municipal Emergency Management Director (or his/her designee) when any of the following situations occur or are pending:

- Local voluntary agencies or Public Safety dispatchers indicate to the EOC or to the Incident Commander (IC) that they are being overwhelmed with offers of donated goods or unaffiliated volunteers in the wake of a disaster/emergency.

- Media coverage of local disaster response efforts appears likely to generate an influx of donated goods, unaffiliated volunteers, or undesignated financial contributions.

On the recommendation of EOC Logistics or Planning Section chiefs, or municipal/County ICs/managers. Any activation requires notification of the RCEMHS Duty Officer who will notify those with roles under this function.

3.1.2 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to the CEOP.

3.1.3 FUNCTIONAL OBJECTIVES

The objectives of volunteer and donations management may include:

- Develop an understanding of incident volunteers, material goods, and financial gaps related to response and recovery efforts.

- Align donations of time, goods, and money with community needs.

- Minimize response and recovery costs to the community.

- Minimize disruptions to response and recovery efforts.

- Ensure the safety of volunteers, responders, and the community.

- Provide a positive volunteer experience that encourages continued volunteer support.

- Provide an opportunity for whole community engagement that is representative of diversity, equity, and inclusion practices.

- Support the integration of volunteers into the ICS.

3.1.4 CRITICAL TASKS

Critical tasks that support volunteer and donations management may include:

- Assess current and forecasted operational staff needs that cannot be met using regular agency personnel and affiliated volunteers.

- Assess current and forecasted material goods and financial needs that cannot be met using allocated resources.

- Establish the call center and public information operations to support messaging that clearly communicates specific incident and community needs for volunteers and donations.

- Establish and operate Volunteer Reception Center(s) as needed.

- Establish and operate Donation Facilities as needed.

- Establish and operate a Disaster Fund as needed.

3.1.5 VOLUNTEER AND DONATIONS COORDINATION TEAM

The Volunteer and Donations Coordination Team (VDCT) coordinates the management and flow of offers from the public so that needed goods and services are received in an effective and timely manner and unneeded goods and services are kept out of the disaster area.

The VDCT membership should include representatives from government, voluntary agencies, faith-based organizations, CBOs, and the private sector. It is preferable that the VDCT be established prior to an incident and that it meets regularly to develop policies, plans, and procedures as well as train and exercise those who may fill response roles.

The basic functions of the VDCT include:

- Managing the call center.

- Identifying needed and unneeded donations.

- Coordinating with emerging organizations and unaffiliated volunteers.

- Processing unsolicited offers.

- Coordinating field logistics.

- Serving as a liaison.

- Conducting donations intelligence and rumor control.

- Supporting public information efforts.

- Ensuring a smooth transition from response to recovery.

In a large response, a state and/or federal VDCT may become involved and support the efforts of the local team.

3.1.6 VOLUNTEER AND DONATIONS MANAGEMENT FACILITIES

Depending upon the need, the following types of volunteer and donations management facilities may be established to support volunteer and donations management efforts:

- **Volunteer and Donations Coordination Center.** This is the location where the VDCT administers the program and where the call center is located. This "facility" may be operated virtually. If operated in-person, it is preferable to locate it near the EOC. Physical goods and volunteers will not be received at the VDCT, although financial contributions may be.

- **Resource Staging/Collection Areas.** These locations are used to stage donated goods coming into the county or a specific area and then directed to either distribution centers or a multi-agency warehouse.

- **Multi-Agency Warehouse.** This location is used to receive, unload, sort, inventory, and transport unsolicited donations of goods. Does not operate as a walk-in distribution center.

- **Distribution Centers.** These are locations established to distribute donated goods. Walk-ins may be accepted, or goods may be transported from distribution centers to specific locations.

- **Volunteer Reception Centers (VRCs).** These are locations within the community used as a clearing house for unaffiliated volunteers to be registered, credentialed, provided training and orientation, assigned, and transported to work sites.

Within the geographical confines of Ramsey County, several levels of volunteer and donation facility activations are possible.

- Local activation is defined as a municipality establishing a facility to support volunteer and donations activities within its boundaries.

- Multiple municipality facility activation is defined as the operation of a volunteer and donations facility that serves several municipalities. At this level, neighboring municipalities combine and leverage resources to serve a sub-area of Ramsey County.

- County facility activation is defined as the activation of a countywide volunteer and donations facility under the guidance of the RCEOC.

Because disasters and planned events vary in terms of their size, scope, duration, intensity, and consequences, the choice of facility activation levels and sequencing of activation levels should be tailored to the disaster as well as to the resources available.

3.2 Organization

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks and key operational activities are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected municipality.

The EOC substructure involved with overseeing the volunteer and donations management function is displayed below. Groups may be added, removed, or combined as needed to reflect the size and complexity of the response.
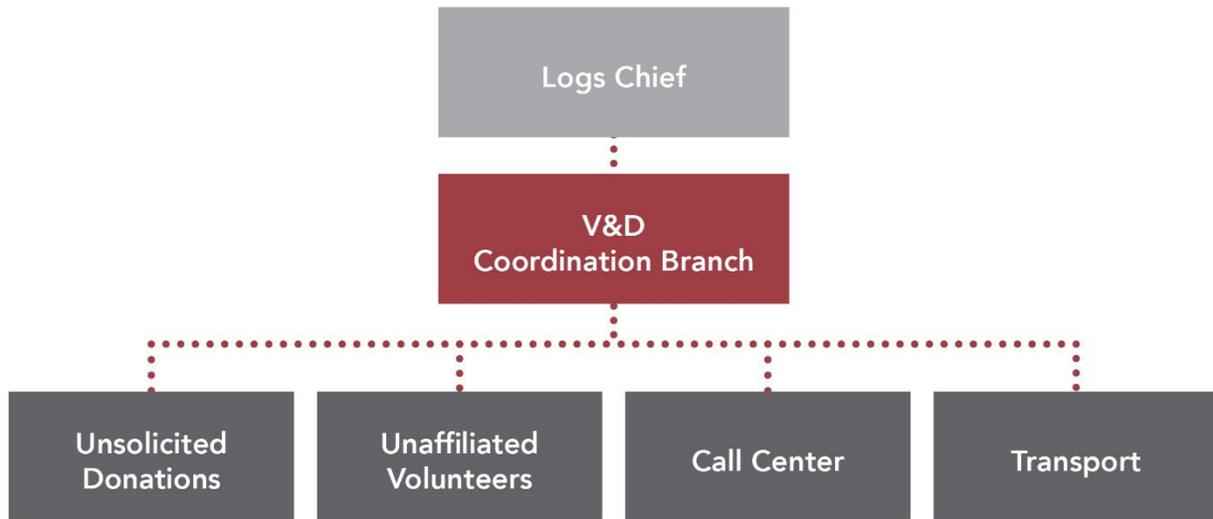
Figure 2: Volunteer and Donations EOC Organization Chart

Volunteer and Donations Management is a function of the Logistics Section. Once the Annex is activated, the assigned Lead will report to the incident EOC as the Volunteer and Donations Coordination Branch (VDCB) Director and will be supervised by the incident EOC Logistics Section Chief. The VDCB Director will coordinate with any Volunteer and Donations Management municipal Liaisons working in their city's EOC / Incident Command Posts and liaisons from voluntary agencies participating in Volunteer and Donations Management functions. The VDCB Director may assign assistants and subordinates as needed.

The following groups may be considered for activation by the VDCB Director:

- **Call Center Group:** Establishes and operates data management, collection, and dissemination systems required to properly manage the volunteer and donation management effort. The Call Center Group will be led by a Call Center Group Supervisor.

- **Unsolicited Donations Group:** Manages the flow of unsolicited donated goods and undesignated financial contributions to clients and to disaster relief organizations during times of disaster. The Group will be led by a Donations Supervisor.

- **Unaffiliated Volunteer Group:** Coordinates and manages the efforts of unaffiliated volunteers who offer to help in the wake of disasters or emergencies. The Unaffiliated Volunteer Group will be led by a Volunteer Group Supervisor.

- **Transportation Group:** Coordinates the movement of unaffiliated volunteers and unsolicited donated goods between volunteer/donations management facilities and other work sites. The Transportation Group will be led by a Transportation Group Supervisor.

Additional information about the roles and responsibilities of these groups may be found in Section 3.5: Key Operational Activities.

3.3 Assignment of Responsibilities

3.3.1 RAMSEY COUNTY SOCIAL SERVICES

Type: Government Agency (County)	Role: Lead
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide a staff member to serve as the Volunteer and Donations Coordination Branch Director when this Annex is activated.	
Lead volunteer and donation operations.	
Communicate and coordinate with municipal liaisons to receive situational reporting on municipal activities and needs as related to the volunteer and donation function.	
Coordinate with volunteer service organizations to establish, activate, operate, and deactivate call centers, donation centers, and volunteer reception centers as needed.	

3.3.2 EMERGENCY MANAGEMENT AGENCIES

Type: Government Agencies (County/Municipal)	Role: Coordinate
Preparedness Activities	
Maintain the CEOP and Volunteer and Donations Management Annex.	
Provide training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Establish and maintain any necessary Memoranda of Understanding (MOUs) with support agencies performing the critical functions of this Annex.	
Response Activities	
Activate the CEOP and this Annex as necessary.	
Notify those with responsibilities assigned under this Annex of its activation.	
Provide a Donations and Volunteer Management Annex Lead to support the incident until the Annex is deactivated.	
Manage the Volunteer and Donations Coordination Branch when activated.	
Provide/coordinate staff to support volunteer and donations management functions.	
Coordinate with the EOC Public Information Officer (PIO) and/or Joint Information Center (JIC) to support public messaging efforts related to volunteer and donations management.	
Coordinate with the Incident Safety Officer to ensure the safety of all volunteers and branch staff at incident work sites and at the EOC.	

3.3.3 EMERGENCY OPERATIONS CENTERS (EOCS)

Type: Government Organizations (County/Municipal)	Role: Coordinate
Preparedness Activities	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	

Coordinate and support Volunteer and Donations Management activities with affected municipalities in accordance with this plan.	
Request mutual aid or State support as needed to fulfill volunteer and donations management functions.	

3.3.4 RAMSEY DEPARTMENT OF PROPERTY MANAGEMENT

Type: Government Department (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Maintain a list of addresses, points of contact, and MOUs or other contracts for real properties that can be used to fulfill the facility types outlined in Section 3.1.7. and provide such information to RCEMHS at least annually.	
Response Activities	
Inspect and support the activation and demobilization of facilities to be used for volunteer and donations management functions.	

3.3.5 DEPARTMENT OF PUBLIC WORKS

Type: Government Departments (County/Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Maintain a list of fleet vehicles and private sector contacts, plus associated MOUs or other contracts, that can be used to support volunteer and donations management functions.	
Response Activities	
Provide and/or coordinate vehicles and other types of transportation needed to support volunteer and donations management functions.	

3.3.6 RAMSEY DEPARTMENT OF WORKFORCE SOLUTIONS

Type: Government Department (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Develop and maintain just-in-time training to support volunteer and donations management functions.	
Response Activities	
Provide and/or coordinate just-in-time training to support volunteer and donations management functions.	

3.3.7 MINNESOTA VOLUNTEER ORGANIZATIONS ACTIVE IN DISASTER (MN VOAD)

Type: Non-Governmental Organization	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	

	If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.
	Response Activities
	Coordinate with Volunteers and Donations Coordination Branch staff to assist with locating additional volunteer and donation services as needed.
	Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's Public Assistance Program and Policy Guide (PAPPG) using procedures provided by the EOC Finance Section.

3.3.8 ADVENTIST COMMUNITY SERVICES (ACS)

Type: Non-Governmental Organization (Faith-Based)		Role: Support
Preparedness Activities		
Provide input to RCEMHS on the management and maintenance of this Annex.		
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.		
Response Activities		
Coordinate with Volunteers and Donations Coordination Branch staff to provide warehouse management services and security in alignment with current policies and procedures.		
Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.		

3.3.9 AMERICAN RED CROSS (ARC)

Type: Quasi-Governmental Organization		Role: Support
Preparedness Activities		
Provide input to RCEMHS on the management and maintenance of this Annex.		
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.		
Response Activities		
Coordinate with Volunteers and Donations Coordination Branch staff to volunteer support in alignment with responsibilities outlined within the approved MOU. This includes the provision of the following services: - Hydration - Psychological first aid - First aid and medical screening		
Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.		

3.3.10 LUTHERAN SOCIAL SERVICES

Type: Non-Governmental (Faith-Based)		Role: Support
Preparedness Activities		
Provide input to RCEMHS on the management and maintenance of this Annex.		

	If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.
	Response Activities
	Coordinate with Volunteers and Donations Coordination Branch staff to volunteer coordination services in alignment with responsibilities outlined within the approved MOU.
	Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG, using procedures provided by the EOC Finance Section.

3.3.11 SALVATION ARMY

Type: Non-Governmental Organization (Faith-Based)		Role: Support
Preparedness Activities		
Provide input to RCEMHS on the management and maintenance of this Annex.		
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.		
Response Activities		
Coordinate with Volunteers and Donations Coordination Branch staff to volunteer support in alignment with responsibilities outlined within the approved MOU. This includes the provision of the following services: • Hydration • Feeding • Psychological first aid		
Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG, using procedures provided by the EOC Finance Section.		

3.3.12 UNITED WAY 211

Type: Non-Governmental Organization (Disaster Response)		Role: Support
Preparedness Activities		
Provide input to RCEMHS on the management and maintenance of this Annex.		
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.		
Response Activities		
Coordinate with Volunteers and Donations Coordination Branch staff to provide call center services in alignment with the responsibilities outlined within the approved MOU. This includes: • Receiving, processing, and forwarding offers for volunteer services. • Receiving, processing, and forwarding offers for material goods donations. • Receiving, processing, and forwarding offers for financial donations.		
Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG, using procedures provided by the EOC Finance Section.		

3.3.13 COMMUNITY EMERGENCY RESPONSE TEAM (CERT)

Type: Community-Based Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Coordinate with Volunteers and Donations Coordination Branch staff to support and complete volunteer and donations management tasks including, but not limited to, the following: • Provide safety briefings to volunteers. • Provide traffic control and volunteer and donation management facilities. • Provide security at volunteer and donation management facilities. • Assist with volunteer registration. • Assist with material good donations intake. • Serve as volunteer team leaders.	
Track and maintain volunteer hours and associated costs related to volunteer and donations management activities in accordance with FEMA's PAPPG, using procedures provided by the EOC Finance Section.	

3.4 Available Resources and Identified Resource Gaps

3.4.1 FACILITIES

Each jurisdiction is responsible for maintaining a list of addresses, points of contact, and MOU or other contracts for real properties that can be used to fulfill the facility types outlined in Section 3.1.6. Updated lists should be forwarded to the County and attached to this plan as an Appendix.

3.4.2 STAFFING AND PERSONNEL

The VDCT and its associated personnel are considered key staff for volunteer and donations management functions. Additional roles may be filled by County staff, other volunteers, mutual aid, or state and federal support. Supplemental staff may receive just-in-time training to fulfill their roles.

3.4.3 DATA MANAGEMENT AND TECHNOLOGY

The following data management and technology tools are available to Ramsey County and its municipalities:

- **Disaster Agency Response Technology (DART).** Available through MN VOAD, DART is a technology solution to improve service delivery to disaster survivors. DART includes:

  - A comprehensive volunteer management solution (registration, background checks, assignment, and deployment capabilities).

  - A comprehensive donor management system (communication of needs, donor information, and donation acceptance).

  - A situation reporting tool (to communicate real-time updates and needs).

DART is available to agencies and volunteers at https://www.mnvoad.org/dart/. Agency use is free, and volunteers incur a small fee to process their background checks.

- **AidMatrix** is a national online system that is sponsored by FEMA and utilized by many state and local government entities. AidMatrix will profile the needs of local government and NGOs so that donors can direct assistance to where it is needed, giving donors some choice as to where their donations are designated. Conversely, donors may also post an undesignated donation on the portal. Typically, a recipient organization is responsible for the retrieval of a donated good. However, transportation capabilities can also be a donation, often from the private sector.

    The portal includes a database function with the capacity to track all donor calls, donation transactions and inventory on a 24/7 basis. This allows for real-time reporting capabilities and provides a central clearinghouse for donations management activities. The AidMatrix Network is a disaster-relief supply chain that allows members to view donations and post specific needs as well as access warehouse and logistics tools.

- **Other data management and technology tools** include those already in use by the County and its municipalities, such as Microsoft Office products.

3.4.4 SUPPLIES

The following items, at a minimum, are needed to support the volunteer and donation management function and are readily available through existing stock or for purchase:

- **Identification supplies:** name tags, vests, lanyards

- **Office equipment and supplies:** laptops, combined printer/scanner/copier/fax, file organizers and file folders, clipboards, envelopes, pens and pencils, paper, tape, stapler and staples, and highlighters and/or markers

- **Communication equipment:** cell phones and radios

- **Medical supplies:** basic first aid kit

- **Personal protective equipment (PPE):** dependent on the nature of the disaster and any concurrent emergencies (such as a pandemic or high flu season); masks, gloves, goggles, and sanitizer

- **Internal and external directional signage:** signs for identifying the facility and directing traffic to appropriate parking, station identification, the flow of foot traffic, safety signs such as exits, and hazard identification

- **Forms and documents:** a copy of this plan including all associated forms and templates, a copy of existing municipal volunteer management plans, a contact list containing operational partners and resource suppliers, and the local VCRT contact list

- **Laminator and badge-making supplies:** materials, including a camera, ink, card stock, lanyards, laminate sheets, and software

- **Boxes:** for sorting, organizing, and transporting donated goods

- **Fuel:** needed to operate heavy equipment, vehicles, and potentially generators

3.4.5 TRANSPORTATION

The County maintains a fleet of vehicles that may be used to support volunteer and donations management functions, as do the municipalities. Additional vehicles may be obtained through partner organizations or purchased/leased on the private market.

3.4.6 EQUIPMENT

The County owns and operates some heavy equipment that could be used in the support of volunteer and donations management functions. However, some types of equipment, including semi-trucks (including freezer and cooler trucks) may have to be obtained through contract. Typically, the County has active contracts in place with companies that offer this type of equipment. Other equipment that may be needed is likely available at warehouses or can be procured on the open market and includes ramps, forklifts, flood lights, conveyor belts, pallet jacks or motorized dollies, tables, and racks.

3.4.7 SECURITY

If available, County and municipal law enforcement and reserves may provide security at volunteer and donation facilities. However, in a large event, security may need to be obtained through a contract with a private security firm or through mutual aid.

3.5 Key Operational Activities

3.5.1 PUBLIC INFORMATION

An early, effective public information campaign can significantly reduce the burden on the Volunteer and Donations Management function. Public information messages should include the following talking points, as relevant and appropriate:

- Volunteers should be informed of needs and expectations, including skills desired, training available, registration and deployment processes including screening and background checks, and opportunities for affiliation with established volunteer organizations.

- Volunteers, including those with disabilities and other Access and Functional Needs (DAFN) will be matched to appropriate work based on skill, health, ability, and other factors and reasonable accommodations will be provided. While the County or municipality will provide wrap-around services whenever possible, volunteers should expect to provide their own lodging, meals, and PPE. Every effort will be made to provide volunteers with hydration, breaks, and access to sanitation facilities while on scene.

- Donors are encouraged to donate money to participating disaster relief organizations in lieu of goods whenever possible. Financial contributions prevent the need for additional disaster infrastructure and personnel to process donated goods as well as problems associated with unneeded and/or unusable goods. Disaster relief organizations can use funds to purchase any needed goods from local vendors, thus helping to support the disaster-affected local economy. They can also use money to provide vouchers, etc., to victims, allowing victims some choice in the clothes, etc., they buy to replace lost items.

- Donors of goods are encouraged to donate to a voluntary agency in their own area rather than transporting their goods to the agencies directly participating in the disaster response. Goods

donated to volunteer organizations still help the disaster effort by replenishing the system-wide resources of assisting organizations so they can continue to provide their services to the disaster response.

- Donors should properly package all goods and label any containers with their contents as well as provide a detailed itemized list of goods donated. Large donations should be palletized whenever possible. (Place them on sturdy wooden pallets capable of being handled by a forklift and secure them together with shipping cling wrap.)

- There is no guarantee that donations of perishable goods can be processed and distributed before they spoil. Spoiled goods arriving at donation collection centers will not be distributed and will be disposed of. If donors wish to donate perishable goods, they should not donate goods near their expiration date.

- Lists of donation collection and distribution centers and VRCs should be widely available and easily accessible by the public.

3.5.2 CALL CENTER GROUP OPERATIONS

3.5.2.1 Overview

Call center operations coordinate all offers to donate goods and services after a disaster. The call center also serves as a coordinating body between the EOC, donations coordination center (DCC), VRC, warehouse operations, voluntary agencies, volunteers, donors, and those in need. Successful call center operations require maintaining a database of offers of goods and services, a needs list, and a resource list.

3.5.2.2 Roles

- **Call Center Group Supervisor.** This position serves at the call center and operates as the direct link between the EOC and the call center. The Call Center Group Supervisor will communicate Call Center Group requests, provide SitReps, and will work to resolve other requests and issues that come from the VDCB Director or other VDCB Group Supervisors. They also hold overall responsibility for the establishment, operation, and demobilization of the call center. This position ensures that staffing levels are appropriate and that the call center is accessible and provides culturally competent services to the community.

- **Floor Supervisor.** Develop and keep an updated a list of all participating voluntary agencies to be given to phone bank operators so that they can provide agency descriptions to those who are unsure of which agency to support. Be on the floor to answer questions about calls or referrals.

- **Call Center Operator.** This position answers phone calls, emails, and other communications to connect the public with appropriate volunteer and donation resources. This includes collecting and providing information on material, financial, or service donation needs; providing information about the location of collection, distribution, or volunteer resource centers; and connecting individuals and private sector representatives with appropriate voluntary service organizations.

3.5.2.3 Activities

The following tasks must be completed to ensure success during the activation and operation of the call center:

- Work with the VDCB Director and other VDCB Group Supervisors to understand resources available and current needs and to maintain situational awareness.

- Identify and prepare the call center and begin assembling needed equipment and supplies.

- Identify and coordinate with those voluntary organizations that could aid in operating the call center program.

- Set up the call center facilities that are activated and determine how each facility will be logistically supported. It is preferable that each desk have the following resources:

    o Office supplies

    o Laptop

    o Phone

    o Access to data management software

    o Access to referral information for financial donations and volunteer organizations

    o Access to the latest public incident information, including that which is most relevant to volunteering and donations (locations of collection centers, distribution centers, and volunteer reception centers)

    o Access to County and/or municipal policies regarding volunteer and donations management

- Staff the call center with volunteer or paid workers, conducting on-the-job training as needed.

- Establish a toll-free number and make it available to the public through the JIS/JIC.

- Answer phone calls, emails, and other communications to connect the public with appropriate volunteer and donation resources. This includes collecting and providing information on material, financial, or service donation needs; providing information about the location of collection, distribution, or volunteer resource centers; and connecting individuals and private sector representatives with appropriate voluntary service organizations.

- Maintain accounts of expenses, individual work hours, etc., to support match requirements for public assistance in case of a disaster declaration.

- Prepare SitReps for the EOC, documenting requested essential elements of information (EEIs), such as number of communications received, inquiries answered, connections made, and any unmet needs.

3.5.2.4 Additional Considerations

- Offers of goods and services should be prioritized according to the needs list. High priority offers, such as baby food and diapers, should be processed immediately. Unneeded offers, such as used clothing should be declined. However, operators should be instructed to thank the

donor for their offer and suggest another way they could give a useful donation. Call center operators should encourage cash donations to those who are unsure of how to assist in response and recovery efforts.

- Large-scale emergencies may require the establishment of several call centers (e.g., at the DCC, VRC, and/or a community information system). All phone banks or information systems must work collectively, and call center operators must be able to direct all inquiries to the appropriate place.

3.5.3 UNSOLICITED DONATIONS GROUP OPERATIONS

3.5.3.1 Overview

Unsolicited goods donated by the public after an emergency can hamper response and recovery operations if not managed effectively. The Donations Coordination Team (DCT) and other staff at the DCC should coordinate efforts to manage and distribute unsolicited donated goods. Cash donations can support the efforts of disaster relief organizations, and efforts should be made to connect donors with an organization of their choice.

3.5.3.2 Roles

- **Donations Group Supervisor.** This position serves at the call center and operates as the direct link between the EOC and the DCC. The Donations Group Supervisor will communicate Unsolicited Donations Group requests, provide SitReps, and will work to resolve other requests and issues that come from the VDCB Director or other VDCB Group Supervisors. They also hold overall responsibility for the establishment, operation, and demobilization of the DCC and other donation facilities. This position ensures that staffing levels are appropriate and that the DCC and other donation facilities are accessible and provides culturally competent services to the community.

- **Unsolicited Goods Unit Leader.** Responsible for the coordination of collecting, sorting, distributing, and storing donated goods, including inventory controls.

- **Undesignated Funds Unit Leader.** Serves as the fiscal agent and establishes a Disaster Donations Fund. This position will process and provide documentation for non-designated financial contributions, will distribute funds, and monitor for fraud. The Disaster Donations Fund, if established, should primarily fund long-term disaster recovery efforts.

- **Other roles** used in the management of donation facilities and processing of donated goods are established by the policies and procedures of the coordinating partner's agency (e.g., Adventist Community Services, Salvation Army, etc.).

3.5.3.3 Activities

The following tasks must be completed to ensure success during the activation and operation of the DCC and other donation facilities:

- Work with the VDCB Director and other VDCB Group Supervisors to understand the resources available and current needs and to maintain situational awareness.

- Identify and prepare specific sites for donation management and begin assembling needed equipment and supplies.

- Identify and coordinate with those voluntary organizations that could aid in operating the donation management program.

- Set up the donation management facilities that are activated and determine how each facility will be logistically supported.

- Staff donation management facilities with volunteer or paid workers, conducting on-the-job training as needed.

- Collect, sort, distribute, and store donated goods. Dispose of goods as necessary.

- Keep records of donations received and thank donors.

- Maintain accounts of expenses, individual work hours, etc., to support match requirements for public assistance in case of a disaster declaration.

- Prepare SitReps for the EOC documenting requested EEIs, such as the number and types of donations received, distributed, and any unmet needs.

3.5.3.4 Additional Considerations

- In a large incident, the Donations Group Supervisor will work with local law enforcement to identify and manage checkpoints for incoming donated goods. Weigh stations and rest areas will be considered for this use.

- Goods that the County is unable to use may be donated to non-profit organizations that have a need for such items or distributed among the County public aid programs as needed for their use in providing their services. Items that are spoiled, expired, damaged, or defective will be disposed of in the proper manner for their materials.

- Inquiries into financial contributions to disaster relief organizations will be directed to that organization.

- Donors undecided as to the recipient of their donation will be given (or read) a list of agencies accepting their type of donations and allowed to designate a recipient from that list. No one involved in the implementation of this plan will make any attempts to solicit donations to any specific organization.

- Any organization involved in the response to a disaster affecting Ramsey County that accepts financial contributions will do so under their own internal policies.

3.5.4 UNAFFILIATED VOLUNTEER GROUP OPERATIONS

3.5.4.1 Overview

Unaffiliated volunteers are likely to seek opportunities to support incident response, especially following a large event. The VRC is established to support the mobilization, receipt, coordination, referral, and deployment of volunteers in response to or recovery from a disaster or planned event.

3.5.4.2 Roles

There are several key roles needed for an effective VRC. Early and late in the operation, or for smaller operations, it is possible that some of these roles may be combined. However, operations will be most successful when at least one individual can be assigned to each role, and some roles may necessitate increased numbers of personnel depending on the level of response. The same roles may be used for either a physical or virtual environment, though a virtual environment may require some modifications.

An overview of each role is provided here:

- **Volunteer Group Supervisor.** This position serves at the VRC and operates as the direct link between the EOC and the VRC(s). The Volunteer Group will communicate Unaffiliated Volunteer Group requests, provide SitReps, and will work to resolve other requests and issues that come from the VDCB Director or other VDCB Group Supervisors. They also hold overall responsibility for the establishment, operation, and demobilization of the VRC. This position ensures that staffing levels are appropriate and that the VRC is accessible and provides culturally competent services to the community.

- **Data Coordinator.** Establishes and manages the Data Coordination Desk, which ensures data management and tracking of volunteers, volunteer requests, referrals, and deployments. In a large operation, there may be a Lead Data Coordinator and Support Data Coordinators.

- **Facility and Safety Officer.** Responsible for evaluating the VRC prior to opening and continually monitoring site, staff, and potential volunteers for safety issues. Provides daily safety briefings to all staff. Ensures facility is clean and in safe operating status. Coordinates staff meals and ensures an adequate supply of drinking water. In a large operation, there may be a Lead Facility and Safety Officer and Assistant Facility and Safety Officers.

- **Reception Coordinator.** The first contact most members of the public will have with the VRC. Posts volunteer opportunities, provides potential volunteers with intake forms, and directs unrelated inquiries to the appropriate resource. In a large operation, there may be a Lead Receptionist and Support Receptionists.

- **Interview Coordinator.** Establishes and manages the Intake and Referral Station (which provides a review of the Intake Forms), conducts an interview, and refers to an appropriate opportunity. In a large operation, there may be a Lead Interviewer and Support Interviewers. In a small operation, this position may be combined with the Volunteer Opportunities Coordinator.

- **Volunteer Opportunities Coordinator.** Establishes and manages the Volunteer Opportunities and serves as a liaison to the local EOC Logistics Section and CBOs to understand and receive needs assessments and requests for volunteers. Coordinates with the Interviewer to maintain a list of volunteer needs and supervises the Data Coordinator. In a large operation, there may be a Lead Volunteer Opportunities Coordinator and Support Volunteer Opportunity Coordinators. In a small operation, this position may be combined with the Interview Coordinator.

- **Verification Coordinator.** Verifies and takes copies of any licensures, certifications, or other credentials needed to fulfill a particular opportunity. Facilitates background checks as needed. In a large operation, there may be a Lead Verification Coordinator and Support Verification Coordinators. In a small operation, this position may be combined with the Referral Coordinator.

- **Referral Coordinator.** Connects the volunteer with the referred organization to transfer copies of any needed paperwork, such as the volunteer intake form and proof of verification, and completes any additional paperwork needed for onboarding specifically to that organization. In a small operation, this position may be combined with the Verification Coordinator.

- **Training Coordinator.** Provides orientation and training for new VRC staff. Provides basic safety training to newly onboarded volunteers. In some circumstances, may provide additional training to newly onboarded volunteers if such training is defined and agreed upon between volunteer service organizations and the VRC. In a large operation, there may be a Lead Training Coordinator and Support Training Coordinators. In a small operation, this position may be combined with the Deployment and Demobilization Coordinator.

- **Deployment and Demobilization Coordinator.** Provides volunteer with deployment orders, including job action sheets and supervisor contact information. Arranges transportation if provided. Issues badge and demobilization paperwork. Follows up to collect demobilization paperwork once mission is completed. In a large operation, there may be a Lead Deployment and Demobilization Coordinator and Support Deployment and Demobilization Coordinators. In a small operation, this position may be combined with the Training Coordinator.

3.5.4.3 Activities

The following tasks must be completed to ensure success during the activation and operation of the VRC:

- Work with the VDCB Director and other VDCB Group Supervisors to understand resources available and current needs and to maintain situational awareness.

- Identify and prepare volunteer reception centers (VRCs) and begin assembling needed equipment and supplies.

- Identify and coordinate with those voluntary organizations that could aid in operating the unaffiliated volunteer program.

- Set up the VRCs that are activated and determine how each facility will be logistically supported.

- Staff VRCs with volunteer or paid workers, conducting on-the-job training as needed.

- Mobilize, receive, coordinate, refer, and deploy volunteers as needed.

- Keep records of volunteers deployed and thank volunteers.

- Maintain accounts of expenses, individual work hours, etc., to support match requirements for public assistance in case of a disaster declaration.

- Prepare SitReps for the EOC documenting requested EEIs, such as number of volunteers processed, deployed, and any unmet needs.

3.5.4.4 Additional Considerations

- All unaffiliated volunteers participating in the official response or recovery must be registered with the County or municipality. This may be done using DART or paper forms.

- Affiliated volunteers arriving to register will be directed to their agency's check-in area. They do not need to go through the lines and registration process with unaffiliated volunteers. Field unit leaders, etc., of volunteer agencies participating in the disaster must check in with the EOC and receive credentials for their volunteers.

- Whenever possible, additional services, including feeding, Critical Incident Stress Management, and First Aid will be made available at volunteer reception centers.

- Laws regarding the use of government volunteers on private property will vary depending on the jurisdiction. The jurisdiction may choose to have property owners register to have volunteers come and assist them with a particular disaster recovery task at an agreed time. Otherwise, volunteers may be prohibited from entering and working on private property.

3.5.5 TRANSPORTATION GROUP OPERATIONS

3.5.5.1 Overview

Generally, donors or volunteers can provide their own transportation for goods and services. However, on occasion, there may be a need to assist in transporting needed donations from a business/corporation to a location (e.g., Service Site) where impacted residents can receive them. Additionally, there may be a need to transport donations from collection centers to warehouses and donation centers. It may also be safer or more efficient to transport volunteers from VRCs to work sites using group transit. The Transportation Group supports these operations.

3.5.5.2 Roles

- **Transportation Group Supervisor.** This position typically serves in the field and operates as the direct link between the EOC and the Transportation Group. The Transportation Group Supervisor will communicate Transportation Group requests, provide SitReps, and will work to resolve other requests and issues that come from the VDCB Director or other VDCB Group Supervisors. They also hold overall responsibility for the establishment, operation, and demobilization of the Transportation Group. This position ensures that staffing levels are appropriate, and that vehicles and facilities used for transportation are accessible and provide culturally competent services to the community.

- **Transportation Operator.** This position is responsible for driving vehicles in the transportation of volunteers and material goods in support of volunteer and donations management functions.

- **Transportation Support.** This position is responsible for fleet maintenance, including fueling and cleaning of transportation assets as needed.

- **Transportation Coordinator.** This position is responsible for tracking the movement of transportation assets from the time they are received until they are demobilized. This individual also tracks costs associated with transportation assets, including receipts for fueling, maintenance, etc.

3.5.5.3 Activities

The following tasks must be completed to ensure success during the activation and operation of transportation to support volunteer and donations management functions:

- Work with the VDCB Director and other VDCB Group Supervisors to understand resources available and current needs and to maintain situational awareness.

- Identify and prepare transportation assets for use to support volunteer and donations management functions.

- Identify and coordinate with those voluntary organizations that could aid in operating the transportation program.

- Determine how transportation operations will be logistically supported.

- Staff the Transportation Group with volunteer or paid workers, conducting on-the-job training as needed.

- Coordinate and carry out the transportation of volunteers and material goods in support of volunteer and donations management functions.

- Maintain accounts of expenses, individual work hours, etc., to support match requirements for public assistance in case of a disaster declaration.

- Prepare SitReps for the EOC documenting requested EEIs, such as number of vehicles used, number of volunteers transported, weight and/or cubic yards of goods moved, and any unmet needs.

3.5.5.4 Additional Considerations

- Donors should not assume unsolicited relief supplies will be transported free (e.g., fuel is not free) or at government expense. The donor has the primary responsibility to find transportation for the goods they are donating. Local trucking firms may be willing to help in times of disaster if funds are available to cover part of the expense. Donors often raise money to help pay transportation costs.

- Liability may be a concern when transporting goods or volunteers. County counsel should be consulted to ensure that any needed waivers are in place prior to transporting these assets.

3.5.6 DEMOBILIZATION

During the demobilization phase, RCEMHS will support the transition back to steady state. This support includes the following key tasks:

- **Drawdown and return of resources.** County-provided personnel, supplies, and equipment are released from deployment and returned to their normal operating/storage location(s).

- **Collection and submission of documentation.** Examples include EOC activity logs, EOC action plans, receipts, contracts, and any other documentation that is not otherwise protected. Documentation should be turned in and maintained according to EOC procedures.

- **Public information.** Strategies should shift to connect residents and visitors with recovery services or long-term recovery groups as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information and benefit by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.

- **Feedback and integration.** Appropriate level feedback (hotwash, debrief, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** Response trailers, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

4. Related Training

The following courses are suggested for those involved in the Volunteer and Donations Management function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Independent Study

- IS-100 Introduction to the Incident Command System
- IS-200 Basic Incident Command for Initial Response
- IS-368 Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations
- IS-700 An Introduction to the National Incident Management System
- IS-240 Leadership and Influence
- IS-244 Developing and Managing Volunteers
- IS-288 The Role of Voluntary Agencies in Emergency Management
- IS-662 Improving Preparedness and Resilience through Public-Private Partnerships
- IS-703 National Incident Management System Resource Management
- IS-0505 Religious and Cultural Literacy and Competency in Disaster
- IS-1020 Public Assistance Donated Resources

FEMA Residential/Non-Residential/Indirect Courses

- E/G/L 288 Local Volunteer and Donations Management
- E/G/L 489 Management of Spontaneous Volunteers in Disasters

Additional Training

- AWR-933-V16 Partnering with Voluntary Organizations Active in Disaster for Disaster Response and Recovery (Center for Domestic Preparedness)
- Any additional training mandated by state or federal regulations

5. Supplemental Documents/References

The following supplemental documents/references are key information for those involved in the volunteer and donations management function. This list is not exhaustive. Contact RCEMHS for more information.

5.1 Federal Government

- Federal Emergency Management Agency. (2013). *National Response Framework (NRF) Volunteer and Donations Management Support Annex.* Available at https://www.fema.gov/sites/default/files/2020-07/fema_nrf_support-annex_volunteer.pdf

5.2 State Government

- Minnesota Department of Public Safety Homeland Security and Emergency Management. (2022). *Local Volunteer and Donation Management Guidebook*. Available at https://dps.mn.gov/divisions/hsem/disaster-recovery/Documents/dmp-guidebook-12-17-linked.pdf

- Minnesota Department of Public Safety Homeland Security and Emergency Management. (2015). MNWALK Checklist-Volunteer and Donations Management. Available at https://dps.mn.gov/divisions/hsem/all-hazards-planning/Pages/mnwalk.aspx

- State of Minnesota. *Minnesota Statutes, Chapter 12, Emergency Management.* Available at https://www.revisor.mn.gov/statutes/cite/12

- State of Minnesota. *Minnesota Statutes, 604A.01, Good Samaritan Law.* Available at https://www.revisor.mn.gov/statutes/cite/604A.01

5.3 Local Government

- Ramsey County. *Administrative Code 5.40.03: Donations Policies.* Available at https://www.ramseycounty.us/your-government/ordinances-regulations

PLAN NAME	Protective Actions
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation B
LEAD COORDINATING AGENCIES	Law Enforcement (Sheriff / Municipal)
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Emergency Management & Homeland Security; Fire Departments; Municipal Public Works; Emergency Medical Services; Community Emergency Response Teams; Ramsey County School Districts; Minnesota State Patrol; Minnesota Department of Transportation; Minnesota National Guard
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

Protective actions are the capability of the jurisdiction to prepare for, execute, and communicate the safe and effective sheltering-in-place of a population at-risk (and pets and service animals), and/or the organized and managed evacuation of the population at-risk (and pets and service animals) to areas of safe refuge in response to a potential or dangerous environment. In addition, protective actions encompass the safe re-entry of the population when feasible.

The Ramsey County Protective Actions Annex (Annex) is intended to:

- Establish a shared understanding for coordinating an evacuation or sheltering-in-place of impacted populations within Ramsey County.

- Provide context for situations that may require the County and/or its municipalities to coordinate an evacuation or sheltering-in-place of impacted populations.

- Address considerations to safely and effectively evacuate or provide information on how to shelter-in-place while equitably and inclusively meeting the needs of people with disabilities, access and functional needs (DAFN), and disproportionately impacted, diverse populations.

- Provide security for the evacuated area.

- Address considerations for facilitating reentry into previously evacuated areas.

This Annex supports the Ramsey County Comprehensive Emergency Operations Plan (CEOP) Base Plan.

1.2 Scope

The Annex addresses protective actions within Ramsey County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary.

Protective actions, as referred to in this Annex, are evacuation and/or shelter-in-place actions taken in response to an emergency or disaster taking place within Ramsey County or in response to a call for support from a neighboring jurisdiction. This Annex also covers re-entry.

- ***Evacuation*** is defined as the organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

- ***Shelter-in-place*** is defined as the use of a structure to temporarily separate individuals from a hazard or threat.

- ***Re-entry*** is defined as the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends.

An incident is considered ***small-scale*** if it involves a singular facility, singular housing complex, or other localized incident within a community (e.g., business, school, hospital, apartment complex). In a small-scale incident, the incident commander (IC) or other responsible authority (e.g., hospital administrator) will follow agency/organization procedures. Small-scale evacuations are considered "routine" and are not covered by this Annex.

An incident is considered ***large-scale*** if it involves a significant portion of one community, a whole community, or multiple communities. Complex, localized incidents that require support and coordination may also be considered "large-scale" as determined by the IC. It is recommended that this Annex be activated to support all large-scale incidents.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited and listed in Section 5 of this Annex. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

This Annex does not supersede existing municipal policy.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- Ramsey County may be affected by natural, technological, or human/societal hazards.

- Life-saving activities take precedence over other emergency activities.

- In a catastrophic incident, incident stabilization and disaster relief will be required from the state, federal, and other local governments as well as private organizations.

- Emergency Operations Centers (EOC) may or may not be activated in support of an event or emergency. EOC activation will be determined based on the scope and scale of the event.

- Prior to an incident, local governments will engage the Whole Community (including public/private sectors, community-based service and advocacy organizations, nongovernmental organizations, faith-based organizations, nonprofits, individuals, and families) to conduct awareness briefings, preparedness training, and public education campaigns so that stakeholders are familiar with what is expected of them during each type of protective action.

- Evacuation planning for known hazard areas can and should be done in advance.

- Jurisdictions should always consider shelter-in-place as the default option when feasible. The decision to evacuate or shelter-in-place will be made based on situational awareness, factoring in the type and severity of disaster risk, health and safety concerns, sheltering capacity, and the condition of roadways and other transportation resources.

- If shelter-in-place is chosen as a protective action, specific shelter-in-place procedures must be communicated to the public based on the type of threat (e.g., hazardous material spill vs. armed aggressor).

- While some emergencies are slow to develop, others occur without warning. Hence, there may be time for deliberate evacuation planning, or an evacuation may have to be conducted with minimal preparation time. In the case of no-notice or short-notice evacuations, there may be little or no time to obtain personnel and equipment from external sources to support evacuation operations.

- The need to evacuate may become evident during the day or at night, and there could be little control over the evacuation start time.

- If people must be evacuated or relocated, the primary mode of transportation for most people will be personal vehicles. However, transportation should be provided for people who do not have access to vehicles.

- Private facilities with transportation-dependent populations, including schools, nursing homes, etc., have a duty to maintain their own evacuation facility plans and will utilize the transportation assets set out in those plans to evacuate their populations. The County or municipality will assist them as necessary for any resources needed as appropriate and available beyond what their plans supply.

- Public safety authorities may need to evacuate more residents than necessary rather than risk evacuating too few. However, they should strive to be precise due to the burden on mass care and shelter operations.

- Most people at risk will evacuate when local officials recommend that they do so. A general estimate is 80% of those at risk will comply when local officials direct an evacuation. The proportion of the population at risk that will evacuate typically increases as a threat becomes more obvious to the public or increases in severity.

- Some individuals will refuse to evacuate regardless of the threat. Neither Ramsey County nor the State of Minnesota have a mandatory evacuation law and will not enforce evacuation.

- Residents, workers, or visitors who choose to ignore an evacuation order take the risk of being without law enforcement, fire, medical, and other life-sustaining services for a prolonged time.

- The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of roadways available for this purpose, potentially requiring substantial additional time to complete an evacuation. Consequently, an evacuation must be initiated as soon as feasible upon recognition of the threat.

- Evacuations will require a substantial level of personnel and equipment resources for traffic control, which could stress and/or exceed the capabilities of the County and municipalities. Pre-

planning and incident action planning should include the deployment of mutual aid personnel and equipment to facilitate this process.

- The capacity of available public evacuation shelter facilities in and adjacent to the impacted areas may be limited, potentially requiring the full use of all shelters within the evacuation region. A high level of coordination will be necessary to effectively communicate protective action and shelter information to evacuees.

- For certain hazards, large populations at risk with limited evacuation road networks may necessitate termination of evacuations before full completion, and evacuees still at risk would need to be directed to refuges-of-last-resort as quickly as possible.

- Businesses, community- and faith-based organizations, and individuals may be willing to donate transportation services or loan transportation equipment during emergency situations.

- During large-scale emergencies and large-scale population relocation/evacuation requiring the movement of large numbers of people, local transportation resources will be stressed.

- Transportation infrastructure (e.g., roads, bridges, and railways) may sustain damage during an incident, making it difficult to use some of the transportation assets that are normally available.

- There will be evacuees from diverse populations who may be disproportionately impacted who will require consideration of different levels and types of support, including but limited to, children and unaccompanied minors, self-evacuees, animal evacuees, spontaneous evacuees, and persons with DAFN.

- Activation of Emergency Alert Systems (EAS) or other alerting methods may occur in response to common emergency situations or imminent threat which poses a danger to life or property.

- For evacuations, local government issues evacuation orders, manages traffic flow, identifies evacuation routes, identifies shelters for residents, and considers processes to reunify caregivers and family members separated from one another.

- For shelter-in-place, local government issues shelter-in-place orders, provides ongoing incident information, and may provide support services, such as food distribution, depending on the length of orders.

- Response activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals in Ramsey County are effectively served with fair and equitable treatment.

2. Preparedness Targets

To achieve an effective protective action response, the following Preparedness Targets are suggested for each municipality's emergency management agency and for Ramsey County Emergency Management and Homeland Security (RCEMHS):

- Inform all affected segments of the public about critical lifesaving and life-sustaining information necessary, including accessible tools, to expedite the delivery of emergency services and aid the public to take protective actions.

- Affected populations and populations at-risk (and pets and service animals to the extent necessary to save human lives and adhere to the Americans with Disabilities Act (ADA)) are safely sheltered-in-place or evacuated to safe refuge areas.

The broad Protective Actions Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	Develop and maintain plans, procedures, and protocols to manage evacuations (including security for evacuated areas) and sheltering-in-place.
Organization	Develop and maintain memoranda of understanding (MOUs) needed to facilitate the activities outlined in this Annex and any supplemental plans.
Equipment	Identify and procure any equipment and signage needed to support protective actions.
Training	Develop or secure and make available awareness and operational training for evacuation and re-entry within the jurisdiction.
Exercise	Develop or secure and make available exercises/drills of sufficient intensity to challenge management and operations and test the knowledge, skills, and abilities of individuals and organizations for protective actions and document findings in an After-Action Review / Improvement Plan (AAR/IP).

Figure 1: Protective Actions Preparedness Targets

3. Concept of Operations

3.1 General

Each municipal Law Enforcement Agency (LEA) - including the Ramsey County Sheriff's Office (RCSO) in those municipalities contracting with the RCSO for law enforcement services - serve as the coordinating agency for Protective Actions in that municipality. As a leader and convener, the municipal LEA will work with other municipalities' LEAs cooperating agencies, including public health, fire, and public works agencies during disaster response and recovery efforts. As appropriate, LEAs will function using Unified Command to coordinate cross-jurisdictional response and mutual aid. RCSO will convene a meeting once a year to coordinate with key partners and provide the opportunity for collaboration. The meeting should include at least one representative from RCSO, each municipal LEA, and all partners involved in Protective Actions to enhance coordination of this function post-disaster.

For Protective Actions, Ramsey County and municipal partners issue evacuation and shelter-in-place orders, identify evacuation routes, manage traffic flow, identify shelters for residents, and consider processes to reunify caregivers and family members separated from one another. Additionally, Ramsey County and municipal partners should plan for disruptions to government operations and ensure they have a continuity of operations (COOP) plan and a continuity of government (COG) plan.

3.1.1 ACTIVATION

This Annex is intended for use in large-scale emergencies or disasters.

- This Annex may be activated by the IC when there is an immediate threat to life.

- This Annex may be also activated by the Incident Manager (or their designee) on the request of any municipality (manager, fire, or law chief) or on recommendation from the Ramsey County Director of Emergency Management (or designee) or Ramsey County Sheriff (or designee).

- Any activation requires immediate notification to the RCEMHS Duty Officer.

3.1.2 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to the CEOP Base Plan.

3.1.3 FUNCTIONAL OBJECTIVES

- Protect the health and welfare of the public during or immediately following a disaster emergency by implementing protective actions.

- Allow first responders to engage in first response activities without the concern for interference by or threat to the public.

- Collaborate with operational partners to execute protective strategies.

- Mitigate the displacement of individuals and families to the greatest extent possible while providing for the protection of life and prevention of bodily harm.

- Ensure that disaster survivors are provided equitable access and care.

- Provide property protection to the greatest extent possible while persons are displaced from their residences and businesses.

- Remove shelter-in-place orders or provide for re-entry as soon as it is safe to do so.

3.1.4 COMMITMENT TO EQUITY, INCLUSION, AND CULTURAL COMPETENCY

Protecting the health and welfare of the County's population is the priority for all Ramsey County protective action activities. Coordinating and conducting an evacuation or shelter-in-place order of impacted populations within Ramsey County will be done in a manner that is equitable and inclusive of all diverse populations, particularly those who have been historically and disproportionately impacted by disasters. Marginalized racism and increased social vulnerabilities have become touchpoints across the nation, with COVID-19 highlighting many long-standing systemic health and social inequities that have put communities of racial and ethnic minorities at risk. Therefore, addressing the needs and considerations of all individuals at risk by a disaster is a protective action operational priority.

Addressing the needs of not only those with DAFN as well as those from diverse communities throughout the County will require a whole community effort. This Annex prioritizes planning and provision approaches that ensures equitable evacuation, shelter-in-place provisions, and the communications about those actions. Meeting the legal mandates requires transparency, ensuring there is no discrimination in the planning for, or provision of, the County's communications and services. Accessibility for persons with DAFN complies with federal laws governing ADA directives and is considered a top priority.

A percentage of the population evacuating will have DAFN and unique cultural considerations that may impact their understanding of communication notices and orders to evacuate as well as their ability to safely evacuate. While most all people choose to evacuate if given clear, culturally understandable alerts

and warnings and specific directions on what actions to take, some will refuse to evacuate no matter how dangerous the situation is. Nonetheless, those working in or supporting protective action activities must make every reasonable effort to ensure equitable access to both public alerts and warning about the protective actions and the services provided by the County and municipalities.

The County and municipalities commit to engaging and integrating people from the spectrum of representative demographics of local jurisdictions in protective actions planning efforts and incorporating their input to provide quality assurance that the unique individual needs of all community members are addressed during response activities.

Needs that will be considered and addressed may include, but are not limited to, cultural considerations informed by race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; limited digital access; and geographic location.

In the effort to meet this equity commitment, the County and municipalities will do due diligence for ensuring cultural competence in delivering protective action services through the following:

- Utilize appropriate methods for interacting, sensitively, effectively, and professionally with persons from diverse cultural, socioeconomic, educational, racial, ethnic, and professional backgrounds, age groups, and lifestyle preferences.

- Pre-identify, contact, and prepare for activation and engagement of trusted DAFN and cultural diversity support contracts, resources, community champions.

- Identify potential location, needs, issues, and concerns of specifically known, vulnerable, high-risk populations.

- Meet with the Public Information Officer (PIO) and/or lead Joint Information Center (JIC) representative and key community stakeholders prior to an event to address culturally inclusive information, the most effective communications methods, and processes to ensure quality in messaging competence about the protective actions being requested.

- Prepare to provide additional support during evacuation procedures to individuals who may have concerns and require specific support to address unique issues of personal physical and emotional safety (e.g., unhoused, undocumented, limited English proficiency speakers, and populations vulnerable to exploitation or victimization).

3.1.5 CRITICAL TASKS

During a response, critical tasks may include the following:

- Take action based on all available information; be prepared to pivot as more information becomes known and/or as necessary.

- Provide public alert and warning messaging that is culturally competent, accessible, timely, and actionable to the populations served.

- Begin sheltering-in-place or evacuation procedures.

- Support sheltering-in-place with clear directions, including ongoing communication about the type of threat and risk status.

- Support traffic control measures with adequate personnel, supplies, and equipment to facilitate rapid, safe, and effective evacuation strategies.

- Provide medical treatment to affected populations.

- Communicate search and rescue needs to emergency responders.

- Coordinate with Mass Care and Shelter operations early to provide temporary evacuation points and shelters for displaced persons, with priority given to addressing the needs of persons with DAFN and disproportionately impacted diverse populations.

- Implement access control and security patrols in evacuated areas.

3.1.6 TYPES OF EVACUEES

Understanding the types of evacuees in the population affected by a potential threat or hazard and their associated needs is critical to evacuation and shelter-in-place planning efforts. These types include but are not inclusive of the following:

- **Children and unaccompanied minors.** These evacuees require specialized approaches and care. During a no-notice evacuation, children and unaccompanied minors can be gathered in facilities, such as schools, childcare facilities, hospitals, or other locations. These evacuees require assistance during evacuation or shelter-in-place operations and reunification.

- **Self-evacuees.** Individuals who possess the capability or can obtain the resources to evacuate from a potentially dangerous area before, during, or after an incident with minimal or no assistance. This type of evacuee uses their transportation or utilized informal assistance, such as from a family member or neighbor to evacuate by a private vehicle, all-terrain vehicle, boat, aircraft, on foot, or other evacuee-directed and controlled transportation.

- **Critical transportation needs (CTN) evacuees.** Individuals who may not have access to transportation and require assistance to leave a potentially dangerous or disaster-affected area (also referred to as transportation-dependent or transportation-disadvantaged population). This category also may include individuals with DAFN who may require accessible transportation assistance to evacuate. To the greatest extent possible, RCSO/LEA and public transportation providers will coordinate accessible transportation resources during an evacuation or other disaster; the DAFN population is encouraged to self-evacuate if possible and rely on the County or municipalities as a last resort.

- **Animal evacuees.** Animals, such as service animals and assistance animals, household pets, working dogs, agricultural animals/livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries, may need evacuation support. Service animals evacuate with their owners and remain with their owners throughout the process. Shelter-in-place of animal evacuees depends on the incident, hazard, or threat and the safety of sheltering in place versus evacuating.

- **Spontaneous evacuees.** Under some circumstances, residents may self-evacuate based on an individual, family, or group decision in reaction to an incident or threat of an incident rather

than being motivated to take protective action as a result of an evacuation order. These individuals and/or groups are considered spontaneous evacuees. Spontaneous evacuations can complicate operations and add confusion. Jurisdictions can lessen the likelihood and impact of spontaneous evacuations by conducting pre-event preparedness education campaigns; clearly defining zones, providing clear, unified, and unambiguous evacuation and shelter-in-place orders, and providing clear expected actions, and timely threat, hazard, and risk information. Jurisdictions should carefully shape all communications to use appropriate and accessible language and forms of media to provide evacuation and shelter-in-place information to the community.

3.1.7 TYPES OF EVACUATION FACILITIES

A large-scale incident may require moving people across large areas and multiple jurisdictions. Pass-through jurisdictions may be asked to establish and host additional shelters if needed. Based on the incident, possible evacuation facilities may include the following:

- **Temporary evacuation point (TEP).** TEPs are defined as locations where evacuees can temporarily gather in a safe location while awaiting the opening of congregate or non-congregate sheltering. Furthermore, TEPs allow shelter staff to begin registering individuals for shelter services, which provide the Mass Care and Shelter Section with information about service needs (e.g., animal sheltering, medical support, feeding, etc.) and to obtain an approximate count of individuals needing shelter. Many times, evacuations are short-lived, and TEPs may be the only solution needed. TEPs may not be used in all evacuation circumstances. If sheltering is needed, transportation may be provided from TEPs to mass care shelter locations. Two other types of TEPs include:

- **Emergency respite site.** A location along an evacuation route that can support transportation-assisted evacuees and self-evacuees. Respite sites may include fuel stations, restroom facilities, and access to water.

- **Regional hub reception center (RHRC).** A regional facility where evacuees can receive assistance in identifying the most appropriate shelter location for their needs. RHRCs are typically state-run and employed during significant multi-jurisdictional, multiregional events.

- **Shelter (mass care).** A facility where evacuees without a destination are evaluated and receive disaster services from government agencies and/or pre-established volunteer organizations. Meals and water are available as well as basic first aid, pet and service animal sheltering (if applicable), and sleeping quarters. Hygienic support and basic disaster services (e.g., counseling, financial assistance, referral) may also be available.

3.1.8 TIMING OF PROTECTIVE ACTIONS

Evacuations may begin with the spontaneous movement of evacuees or an official evacuation order and may occur pre-incident, during the incident, or post-incident. Similarly, shelter-in-place actions can be pre-or post-incident. Pre-incident shelter-in-place actions may still require a post-incident evacuation if the threat or hazard occurs with little or no-notice or presents an ongoing threat.

Pre-incident protective actions occur when a warning is available before an incident (such as a wildfire or sheltering on short notice for a severe storm) and fall into two categories:

- **Pre-incident evacuation** moves the most vulnerable population threatened away from a potential area of impact and shelters populations in place when and where conditions support. Pre-incident evacuation requires transportation resources and infrastructure other than or in conjunction with those utilized during normal conditions. Pre-incident evacuation decision-making requires officials to balance potentially costly, hazardous, or unnecessary evacuations against the possibility of loss of life from untimely evacuation.

- **Pre-incident shelter-in-place** allows people to remain in place in less impacted areas, which helps reduce the negative impacts of evacuation. For example, during a wildfire, people may have enough time to evacuate from the most dangerous zones and be able to shelter-in-place in zones that may be less impacted, minimizing negative impacts on the populations and keeping roads clear for those in the most immediate danger.

Post-incident protective actions occur during and/or after an incident. This may be the result of a no-notice event or an unexpected impact of a noticed event.

- **Post-incident shelter-in-place** may be necessary in certain instances such as an ongoing active shooter or complex coordinated terrorist attack.

- **Post-incident evacuation** should only occur when it is unsafe for the affected population to remain in the incident area, such as after a hazardous material spill with shifting wind patterns that may endanger a new part of the community. In contrast to pre-incident evacuations, post-incident evacuations may occur simultaneously with life-saving response operations. Resource constraints will arise as resources otherwise employed to support evacuation operations fulfill different emergency response tasks instead.

3.1.8.1 Evacuation Notification Categories

The following evacuation notification categories are recognized within Ramsey County:

- **Immediate Evacuation Order.** Requires the immediate movement of people out of an affected area due to an imminent threat to life and safety. Choosing to stay could result in loss of life. Staying may also impede the work of emergency personnel. Due to the changing nature of the emergency, this Immediate Evacuation Order may be the only warning that people in the affected area(s) receive.

- **Evacuation Warning.** Alerts people in the affected area(s) of potential threats to life and/or property. People who need additional time should consider evacuating at this time. An Evacuation Warning considers the probability that an area will be affected and prepares people for a potential Immediate Evacuation Order.

- **Shelter-In-Place.** Advises people to stay secure at their current location by remaining in place because evacuation will cause a higher potential for loss of life.

3.1.9 DIVERSE POPULATION CONSIDERATIONS

3.1.9.1 Children and Unaccompanied Minors

The specific needs of children and unaccompanied minors must be considered during evacuation and shelter-in-place operations. Children and unaccompanied minors present a unique set of considerations,

such as logistical requirements, medical needs, shelter placement, transport, and other services. Community Social Services (CSS) is responsible for the development of a process for reunification with a parent/guardian or for care when a parent or guardian cannot be located.

3.1.9.2 Correctional Facilities

The correctional system in the United States (U.S.) is comprised of incarceration within correctional facilities (e.g., jails, prisons) that detain individuals (inmates) involved in perpetrating crimes, community supervision of individuals conditionally released from prison (parole), and individuals who are under conditional liberty or provisional freedom (probation).

Ramsey County contains several correctional facilities within the jurisdiction:

- Ramsey County Adult Detention Center

- Ramsey County Juvenile Detention Center

- Ramsey County Correctional Facility

The evacuation of secure correctional facilities requires a coordinated effort between local, state, and federal law enforcement, corrections officials, and privately owned facilities to develop a clear understanding of how evacuations would be conducted and should be planned for and exercised on an annual basis.

3.1.9.3 Individuals with Disabilities and Access and Functional Needs (DAFN) and other Diverse Populations

The evacuation of people with DAFN poses additional requirements with respect to accessible communications (e.g., alerts, warnings and notification, information dissemination), equitable evacuation processes and protocols, emergency transportation, and sheltering requirements. Many people who are otherwise self-sufficient may have special circumstances due to short-term issues such as physical or mental health issues, or have temporary resource shortages (e.g., fuel, transportation, etc.). People with DAFN may have additional needs before, during, and after an incident in functional areas, including but not limited to, maintaining independence, communication, transportation, safety, support, and health care.

Individuals with DAFN and other populations may include, but are not limited to, individuals with disabilities, individuals who are blind, deaf, hard of hearing, have speech and language disabilities, mental health conditions, learning, intellectual and developmental disabilities, and chemical sensitivities. Additionally, other individuals needing assistance may include unaccompanied minors, individuals with limited English proficiency, limited access to transportation; and/or limited access to financial resources to prepare for, respond to, and recover from an emergency; those who live in the community or long-term care facilities; and individuals from diverse cultures and have unique culturally-specific needs.

Through times of disaster, jurisdictions must comply with regulations and laws regulating the care of individuals with access and functional needs, such as the ADA as well as other federal, state, and local laws and statutes. Modes of available transportation that can accommodate people with DAFN during an evacuation should be pre-identified. For example, transportation that can accommodate personnel in wheelchairs, scooters, those dependent on medical support devices, service animals, or other mobility

aids needs to be made available. However, many people with disabilities are completely self-sufficient and may be prepared to evacuate.

Populations evacuating an impact area and arriving in a host area may include some individuals with health or medical needs who normally require home- and community-based services. Conditions that may have been under control before evacuation may be exacerbated, and health conditions may degrade during the evacuation process. Evacuees with such needs may require ongoing health support in host areas, and jurisdictions should ensure evacuees obtain that support.

Most relevant medical support and assessment follow the same procedures, whether it takes place in the impact area before the transport of evacuees or when they arrive in host areas. Assistance may be required to connect/reestablish evacuees with home- and community-based service providers. During the evacuation process, monitoring these evacuees will help identify if conditions worsen and if additional medical assistance and supplies are necessary. Jurisdictions should plan for individuals with DAFN in all aspects that will impact them (e.g., transportation, evacuation, sheltering).

Considerations and accommodations should be made to best ensure the safety and mental wellbeing of those being evacuated, including individuals who may traditionally face discriminatory treatment (e.g., trans persons, undocumented/refugees, non-English speakers) and those who may require transportation adaptations (e.g., registered sex offenders).

3.1.9.4 Domestic/Sexual Violence Shelters

Domestic and sexual violence leaves long-lasting impacts on survivors. Ramsey County is home to domestic/sexual violence shelters and service organizations that could be impacted during an evacuation or shelter-in-place situation. Shelter managers and management teams should strive to provide additional protections for those who have already survived domestic and sexual violence as well as prevent these acts from occurring during the operation of shelters with displaced evacuees. There is a potential for an increase in domestic/sexual violence following a disaster. Evacuation site managers should visibly post telephone numbers for local domestic violence shelters and national providers such as the National Domestic Violence Hotline: 1-800-799-SAFE (1-800-799-7233) or (1-800-787-3224) TeleType (TTY) and the National Human Traffic Hotline (1-888-373-7888) in emergency shelter areas.

In addition, individuals currently living in community domestic or sexual violence shelters may need to evacuate to emergency shelters due to the impacts of a threat or hazard. Shelter operators need to ensure additional precautions are taken for these clients during the registration process, including special handling of their personally identifiable information (PII), securing shelter registrations, not leaving client information exposed, and ensuring ample room is provided between registering shelter clients. When emergency shelter management teams cannot take on this additional task, they should make alternate arrangements to maintain confidentiality for these survivors.

3.1.9.5 Hospitals and Residential Medical Facilities

Hospitals and residential medical facilities, including hospice centers, mental health facilities, nursing homes, and other assisted living facilities, face unique resource requirements and challenges in performing protective actions. During times of disaster, these facilities should:

- Engage with jurisdictions and other partner facilities to streamline, coordinate, and reduce the burden of Health Insurance Portability and Accountability Act (HIPAA) restrictions.

- Coordinate evacuations with partner facilities that provide similar services and are located outside of the impact zone to transfer patients to open spaces within those partner facilities. Jurisdictions should engage hospitals and residential medical facilities in the planning process to better assess the needs and capabilities of the facilities within the jurisdictions and to coordinate the use and sharing of resources.

- Ensure that patients being evacuated have supplies of medical equipment and medicine that can last through transportation to a new facility and until the new facility can complete intake of the patient and properly integrate the patient's care plan into their system and operation.

In instances where these facilities must shelter-in-place, planning for unforeseen threats and hazards is crucial. Hospitals and residential medical facilities should continue to plan and coordinate transportation needs with jurisdictions after shelter-in-place operations end or if subsequent evacuations are needed. Facilities should establish internal plans to care for patients and staff throughout an incident requiring shelter-in-place. These plans should:

- Ensure that the facility has sufficient resources such as medical supplies, food, and potable water both for drinking and for procedures such as dialysis as well as sanitation procedures of personnel and equipment.

- Assess needs as if they will have no utilities for a minimum of 72 hours. These facilities should ensure that a steady power supply is available, and the appropriate fuel can be obtained to keep the temporary power supply online. Facilities should coordinate with jurisdictions to ensure generators in place are accessible and meet the needs of the facility or that the hospital power infrastructure can be compatible with jurisdiction-provided generators if none are currently in place at the facility.

Information about hospitals, health care organizations, and behavioral health, outpatient, and treatment centers that might require additional coordination during an evacuation or shelter-in-place incident can best be obtained through SPRCPH.

3.1.9.6 Non-Resident Populations

When an evacuation can be forecast in advance, the County or municipality may consider the evacuation of non-resident populations (e.g., tourists and business travelers) before the general population to free up hotel space in host jurisdictions. For non-residential populations that are evacuated alongside self-evacuees, a portion will fall into critical transportation populations (those relying on air or rail travel). If unable to evacuate these populations before an incident, impacted jurisdictions should identify this population as non-resident, evacuate them, and advise host jurisdictions to help them coordinate their departure to their home destinations. The inclusion of industry associations, such as visitor bureaus or similar groups, in the planning process can facilitate a smoother process to return non-residents home after an incident if broader travel services are interrupted.

3.1.9.7 Unhoused Populations

People who are experiencing homelessness may have limited resources to evacuate, stockpile food, store medications, and shelter-in-place. Messages communicated through mainstream media sources may not reach them, because many of these individuals have no access to radio, television, or the internet. Some may be illiterate or have limited English proficiency, so written communication may also be ineffective with this population. The most common form of communication in this population is word-of-mouth, leading to the spread of inaccurate rumors and misunderstandings that may have serious consequences during an emergency. Some homeless people have access to cell phones. However, their use of this technology is based on limited minutes and access to charging.

Jurisdictions should coordinate outreach teams, drivers, and accessible vehicles in advance and assign them to specific designations as soon as possible to prevent delays during a potentially small window of time. Mobilizing outreach team members who are familiar with culturally appropriate methods for interacting sensitively, effectively, and professionally with unhoused persons from diverse backgrounds and lifestyle preferences will increase the success of the outreach. Involving service providers who regularly work with homeless populations for assisting in emergency notifications of accessible, culturally appropriate messaging will better ensure effective communication outreach and successful engagement.

Often, local homeless service providers can quickly and effectively communicate the emergency to homeless individuals concentrated near their facilities and deploy outreach teams to notify other homeless people dispersed throughout the community. Outreach teams making notifications can also transport people to shelters or designated pickup points for evacuation. Outreach teams employed by homeless service providers are familiar with homeless communities, have established trust and credibility, and are better able to negotiate with individuals who might resist or not fully comprehend the reasoning for the evacuation efforts.

3.1.10 OPERATIONAL CONSIDERATIONS

3.1.10.1 Household Pets and Service Animals

Fifty-three percent of Minnesota households have pets, which includes a variety of animal species, and populations who are evacuating should bring their animals with them. If they are not able to bring their animals, a significant percentage of the population may not leave. During evacuation and re-entry operations, animals require tracking, embarkation, transportation, debarkation, care, feeding, husbandry/waste removal, veterinary support, and sheltering support. When feasible, animals should remain with their owners during transport. By law, service animals—and, in some cases, assistance animals—must always remain with the owner.

During a disaster or emergency, the County or municipality will support to the best of its ability the movement of evacuees transporting companion animals provided residents are able to evacuate their pets in a manner that does not threaten the safety or welfare of other evacuees. The care and safety of livestock remain the primary responsibility of the owner during an emergency or disaster but will be supported as resources allow.

The County or municipality may coordinate the use of municipal buildings or school facilities as shelters for impacted persons if conditions warrant it. In addition, the County or municipality may establish

temporary pet shelters to be co-located with shelters when feasible. If the event exceeds local capabilities to provide temporary pet shelters, the County may activate agreements with national or state-level disaster animal welfare organizations.

3.1.10.2 Contraflow Lane Reversal

Contraflow lane reversal alters the normal flow of traffic (typically one or more lanes in the opposing direction on a controlled-access highway) to increase the flow of outbound vehicle traffic during an evacuation. Contraflow operations may cause issues at jurisdictional borders if the transition from contraflow lanes to normal lanes is uncoordinated, which can significantly slow the evacuation. Properly executed, contraflow requires significant resources and time, and it is most applicable when an expedited large-scale evacuation is necessary. Generally, coordinating contraflow takes place at the state level and requires considerable planning to avoid any interference with response operations.

In addition to contraflow, the shoulders of certain evacuation routes can be used to increase traffic flow out of the evacuation area. This alternative leaves the route into an evacuation area inaccessible for emergency services personnel to ingress the area. These shoulders must be paved and wide enough to accommodate vehicles.

3.1.10.3 Evacuee Tracking / Accountability

Using tracking or accountability tools ensures in several ways the safety of evacuees as they move through the evacuation and recovery process:

- Allows impacted and host jurisdictions to follow the movement of evacuees as well as their animals (including household pets and service and assistance animals), luggage, and durable medical equipment

- Helps to provide displaced individuals with access and functional needs with the support needed to return successfully to the community, preventing unnecessary placement of individuals in institutional settings, such as hospitals or nursing home facilities

- Provides information for family reunification purposes

- Supports recordkeeping efforts for federal reimbursement policies

If used, tracking should begin as soon as possible and may occur in the impact area before the point at which evacuees board transport or at arrival points, such as temporary evacuation points, emergency respite sites, regional hub reception centers, shelters, or any facility or point of entry into a host jurisdiction that assists evacuees. When planning to use a nonprofit or nongovernmental tracking/accountability system, jurisdictions may have to deconflict access issues or privacy issues so that they can quickly assist evacuated residents as needed.

For more information, refer to the Ramsey County *Family Assistance Services Plan*, *Family Assistance Service Center Standard Operating Guidelines*, and *Reunification Standard Operating Guidelines*.

3.1.10.4 Traffic Management

To minimize traffic congestion and decrease clearance times, mobile message boards and signage along evacuation routes can inform self-evacuees of traffic hazards, the location of welcome centers and information points, shelters, fueling exits, and hospitals. When planning for traffic management,

jurisdictions should identify challenges of overlapping routes for different modes of transportation (e.g., do evacuation routes go over drawbridges or rail crossings for subway or commuter rail lines?) and consider whether additional or specific resources may help address these considerations. Effective traffic management allows a jurisdiction to evacuate more people from a community in an efficient manner, which reduces the burden on jurisdiction personnel and resources. Failure to organize efficient traffic management efforts increases resource burdens, causes longer evacuation times, could lead to increased accidents and higher congestion, and could leave evacuating residents in vulnerable conditions during an incident.

3.2 Organization

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks and key operational activities are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected municipality.

The RCEOC substructure involved with overseeing the protective actions function is displayed in the figure below. Groups may be added, removed, or combined as needed to reflect the size and complexity of the response.
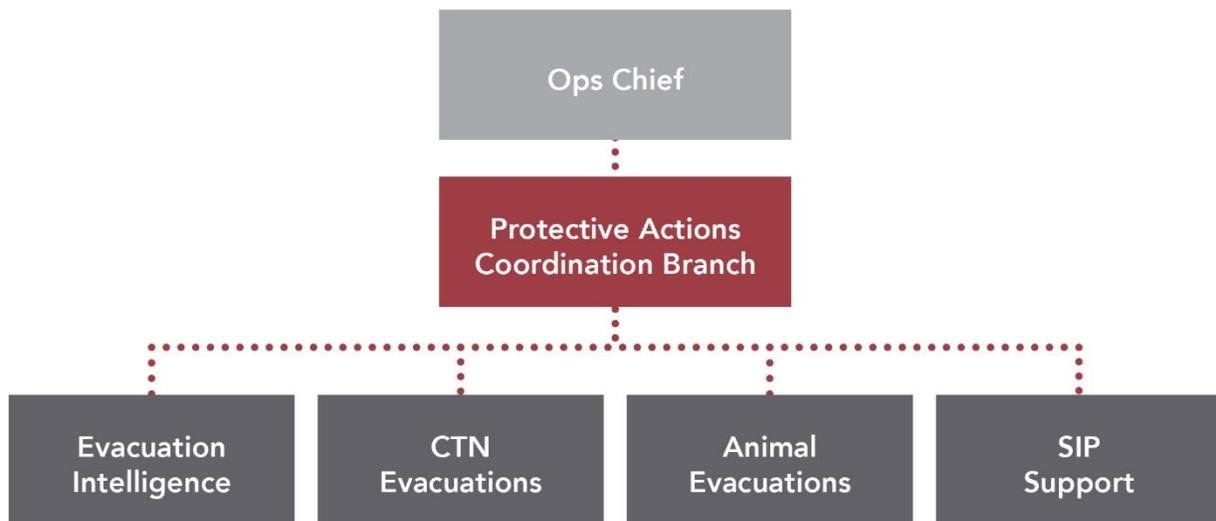
Figure 2: Protective Actions EOC Organization Chart

Protective Actions is a function of the Operations Section. Once the Annex is activated, the assigned lead will report to the RCEOC as the Protective Actions Coordination Branch (PACB) Director and will be supervised by the RCEOC Operations Section Chief. The PACB Director will coordinate with any Protective Actions municipal Liaisons working in municipal EOC / Incident Command Posts (ICPs) and

liaisons from voluntary agencies participating in Protective Action functions. The PACB Director may assign assistants and subordinates as needed.

The following groups may be considered for activation by the PACB Director:

- **Evacuation Intelligence Group:** Captures and organizes disaster intelligence from field operations to support Protective Action functions. May work with the ICPs, Planning Section, PIO/Joint Information Center (JIC), and other PACB groups to receive and relay information needed for decision-making and public information needs. The Evacuation Intelligence Group is led by an Evac Intelligence Group Supervisor.

- **CTN Evacuation Group:** Coordinates evacuation transportation support for CTN evacuees. May work with unified command to provide input and receive information on the Traffic Plan. May coordinate with the Mass Care Coordination Branch on sheltering for evacuees. The CTN Evacuation Group is led by a CTN Evac Supervisor.

- **Animal Evacuation Group:** Coordinates evacuation transportation for livestock and other large animals. May work with the Mass Care Branch on sheltering for livestock and other large animals and companion animals. The Animal Evacuation Group is led by an Animal Evac Supervisor.

- **Shelter-in-Place Support Group:** Coordinates shelter-in-place support for visitors, residents, and the public sector. May work with the Mass Care Branch on distribution of food, water, and critical supplies during extended sheltering. May work with Public Works and utility providers to ensure ongoing utility functionality. The Shelter-in-Place (SIP) Support Group is led by a SIP Supervisor.

Additional information about the roles and responsibilities of these groups may be found in Section 3.4: Key Operational Activities.

3.3 Assignment of Responsibilities

References to municipal assignments are provided as guidance only. This Annex does not supersede existing municipal policy.

3.3.1 RAMSEY COUNTY SHERIFF'S OFFICE (RCSO)

Type: Government Agency (County)	Role: Lead
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide a Protective Action Coordination Branch leader to the RCEOC.	
Serve as IC for all County-managed protective actions.	
Coordinate all transportation assets used in an evacuation.	
Coordinate traffic control and security in the impacted area.	
Coordinate with local law enforcement and incident command in any County-assisted evacuations on traffic control and security issues for county highways and facilities involved with the evacuation.	

| Coordinate with municipal law, fire, and public works on Traffic Plan development and implementation. |
| Coordinate with the traffic division of the impacted municipality or County Public Works on the use or modification of traffic control devices to aid any evacuation. |
| Coordinate with Ramsey County Community Corrections on the evacuation of any incarcerated persons from, through, or into Ramsey County. |
| Request the assistance of the National Guard if needed to support protective actions. |

3.3.2 MUNICIPAL LAW ENFORCEMENT (INCLUDING RCSO)

Type: Government Agency (Municipal)	Role: Lead
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
May serve as IC or in unified command.	
Work with the fire department and public works to develop the Traffic Plan.	
Work with public works to implement the Traffic Plan.	
Provide traffic control for municipal roads involved in the evacuation.	
Assist with public information and warning in the field.	
Provide security during evacuation and in evacuation areas.	
Provide or coordinate evacuation or sheltering of incarcerated persons.	

3.3.3 FIRE DEPARTMENTS

Type: Municipal and Special Jurisdiction	Role: Lead
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
May serve as IC or in unified command.	
Work with law enforcement and public works to develop the Traffic Plan.	
Assist with public information and warning in the field.	
Provide fire and rescue services within the evacuation zone, on evacuation routes, and at evacuation support sites (e.g., TEPs).	
Track and maintain volunteer hours and associated costs related to protective action activities in accordance with FEMA's Public Assistance Program and Policy Guide (PAPPG), using procedures provided by the RCEOC Finance Section.	

3.3.4 MUNICIPAL PUBLIC WORKS

Type: Government Agency (Municipal)	Role: Lead/Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	

Response Activities
May serve in unified command.
Work with law enforcement and fire departments to develop the Traffic Plan.
Work with law enforcement to implement the Traffic Plan.
Assist with public information and warning in the field.
Provide traffic control support for municipal roads involved in the evacuation (signal timing, signage, lighting, and barriers).

3.3.5 RAMSEY COUNTY EMERGENCY MANAGEMENT & HOMELAND SECURITY (RCEMHS)

Type: Government Agency (County)	Role: Coordinate / Lead
Preparedness Activities	
Maintain the CEOP and Protective Actions Annex.	
Provide training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Establish and maintain any necessary MOUs with support agencies performing the critical functions of this Annex.	
Response Activities	
Activate the CEOP and this Annex as necessary. (Incident Manager)	
May serve in unified command.	
Notify those with responsibilities assigned under this Annex of its activation as well as the County Manager and the MN HSEM Metro Region Program Coordinator. (Duty Officer)	
May make recommendations to a municipality's mayor regarding protective actions and/or a declaration of emergency.	

3.3.6 RAMSEY COUNTY EMERGENCY OPERATIONS CENTER (RCEOC)

Type: Government Organization (County)	Role: Coordinate
Preparedness Activities	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Coordinates and supports protective action activities with affected municipalities in accordance with this plan.	
Activate the PIO to support public messaging efforts related to protective actions.	
Coordinate with municipal EOC Public Information Officers (PIOs) and/or establish a JIC to support public messaging efforts related to protective actions.	
Request mutual aid or state support as needed to fulfill protective action functions.	

3.3.7 MUNICIPAL AND PRIVATE EMERGENCY MEDICAL SERVICES (EMS)

Type: Government Agency (Municipal) / Private Organizations	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Be familiar with the Traffic Plan before entering evacuation zone(s).	

| Triage and transport incident victims. |
| Provide transportation for medically fragile individuals. |
| Assist with public information and warning in the field. |

3.3.8 METRO TRANSIT (METROPOLITAN COUNCIL)

Type: Policy-Making Body / Transit Provider	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide vehicle and personnel resources as available and needed to transport evacuees and establish and manage muster sites / vehicle staging and boarding areas.	
Assist in the development and implementation of any incident-specific evacuation plans that involve Ramsey County and use the North Star Rail or light rail lines.	
Provide Metro Mobility service if requested and available.	

3.3.9 COMMUNITY EMERGENCY RESPONSE TEAM (CERT)*

Type: Community-Based Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide program coordinators and members to support appropriate, non-hazardous protective action tasks.	
Support traffic control efforts.	
Support access point and perimeter security.	
Support mass care and shelter efforts.	
Track and maintain volunteer hours and associated costs related to protective action activities in accordance with FEMA's PAPPG, using procedures provided by the RCEOC Finance Section.	

* There are both RCSO and municipal CERT teams, which serve to support their efforts.

3.3.10 RAMSEY COUNTY SCHOOL DISTRICTS

Type: Special District	Role: Support / Impacted Population
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Prepare facilities and staff for emergencies that require sheltering-in-place, with the expectation to be self-sufficient for at least 72 hours.	
Develop and maintain facility-specific plans for protective actions.	
Response Activities	
Listen to emergency officials for protective action instructions.	

| Activate facility-specific plans for protective actions. |
| Participate in JIC operations and in public messages regarding the arrangements for students. |
| Provide resources as requested and available to support protective actions (e.g., personnel, transportation, signage, communication support). |

3.3.11 PRIVATE SECTOR

Type: Private Sector	Role: Support / Impacted Population
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Become and remain familiar with municipal and County plans for protective actions.	
Prepare facilities and staff for emergencies that require sheltering-in-place, with the expectation to be self-sufficient for at least 72 hours.	
Develop and maintain facility-specific plans for protective actions.	
Response Activities	
Listen to emergency officials for protective action instructions.	
Activate facility-specific plans for protective actions.	
Provide resources as requested and available to support protective actions (e.g., personnel, transportation, signage, communication support).	

3.3.12 VISITORS AND RESIDENTS OF RAMSEY COUNTY

Type: Public	Role: Impacted Population
Preparedness Activities	
Become and remain familiar with municipal and County plans for protective actions.	
Prepare themselves and their household for emergencies that require sheltering-in-place, with the expectation to be self-sufficient for at least 72 hours.	
Pre-plan for evacuations, taking into account special needs such as pets, medication, children, and individuals who require evacuation assistance.	
Response Activities	
Listen to emergency officials for protective action instructions.	
Implement individual and/or household plans for protective actions.	

3.3.13 MINNESOTA STATE PATROL

Type: Government Agency (State)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide resources to assist with evacuations on state and federal highways.	
Assist in the development and implementation of any incident-specific evacuation plans.	

3.3.14 MINNESOTA DEPARTMENT OF TRANSPORTATION (MNDOT)

Type: Government Agency (State)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide resources to assist with evacuations on state and federal highways.	
Assist in the development and implementation of any incident-specific evacuation plans that involve state and federal highways.	

3.3.15 MINNESOTA NATIONAL GUARD

Type: Military Force (State)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide resources to assist with protective actions (e.g., security personnel, hazmat personnel, refueling trucks, traffic control, etc.).	
Assist in the development and implementation of any incident-specific evacuation plans that involve state and federal resources.	

3.4 Available Resources and Identified Resource Gaps

3.4.1 FACILITIES

Where available, municipalities are encouraged to pre-identify potential TEPs, mass care, and shelter-in-place locations within communities. Updated lists should be forwarded to the County and attached to this plan in Section 3: Support Sections and Documents.

3.4.2 STAFFING AND PERSONNEL

The RCSO/LEA and its associated personnel are considered key staff for the Protective Actions function. Additional roles may be filled by County staff, other volunteers, mutual aid, or state and federal support. Supplemental staff may receive just-in-time training to fulfill their roles.

3.4.3 DATA MANAGEMENT AND TECHNOLOGY

Data management and technology tools include those already in use by the County and its municipalities, such as Microsoft Office products and ArcGIS.

3.4.4 SUPPLIES

The following items, at a minimum, are needed to support the Protective Actions function and are readily available through existing stock or for purchase:

- **Communication equipment:** cell phones, radios, internet access including social media

- **Medical supplies:** basic first aid kit

- **Personal protective equipment (PPE):** dependent on the nature of the disaster and any concurrent emergencies (such as a pandemic or high flu season); masks, gloves, goggles, and sanitizer

- **Internal and external directional signage:** signs for identifying evacuation routes and directing traffic and pedestrians to appropriate locations

- **Forms and documents:** a copy of this plan, including all associated forms and templates, a copy of existing municipal protective action plans, a contact list containing operational partners and resource suppliers

- **Fuel:** needed to operate first responder vehicles, transit vehicles, heavy equipment, vehicles, and potentially generators

3.4.5 TRANSPORTATION

The County maintains a fleet of vehicles that may be used for Protective Action functions, as do the municipalities. However, the bulk of evacuation transportation support will be provided through MetroTransit, Ramsey County School Districts, faith-based and community-based organizations, as well as the private sector.

Other transportation support includes:

- **Regional Transportation Management Center:** Located in the Waters Edge Building in Roseville, the Regional Transportation Management Center (RTMC) is where State Patrol, MnDOT Maintenance, and MnDOT Freeway Operations work together to quickly detect, respond to and remove incidents off of Ramsey freeway systems.

- **Freeway Incident Response Safety Team (FIRST):** Coordinates with the RTMC to help minimize congestion and prevent secondary crashes by quickly responding to and removing incidents from Ramsey freeways.

3.4.6 SECURITY

County and municipal law enforcement and reserves will be the main provider of security in evacuated areas. However, in a large event, security may need to be obtained through a contract with a private security firm or through mutual aid.

3.5 Key Operational Activities

3.5.1 MOBILIZATION

Mobilization begins with the identification of a threat or hazard that could lead to an evacuation or shelter-in-place order. The first activity is an initial notification of people, systems, and resources to establish incident command and management structures. Emergency management officials make coordinated decisions for protective actions and priorities, disseminating clear evacuation messaging to the public. Mobilization will likely happen concurrently with other phases for no-notice events and short-notice events.

The mobilization phase is characterized by:

- Notification and activation of County/municipal RCEOC staff.

- Review of associated pre-developed plans, procedures, and protocols.

- Information gathering to create a common operating picture.

- Communication to identify any issues that may impact the implementation of an evacuation or sheltering operation (holidays, high tourism season, roadway construction, etc.).

- Coordination with potential risk and host area EOCs to identify populations at-risk, available evacuation routes, and possible host shelter destinations.

- Continual monitoring of the event for changes that may affect the movement of evacuees and any potential impacts on available resources.

- Development of incident-specific plans. These may include, as appropriate:

  o Decision points for shelter-in-place and/or evacuation (taking accessibility into account for evacuation timing).

  o Specific directions for shelter-in-place as decided and dependent upon the hazard.

  o Identification of specific shelter needs to support the evacuated population (e.g., TEPs, shelters, transportation of vulnerable populations, potential refuge options, phased shelter openings).

  o Creation of a Traffic Plan that includes specific traffic management actions needed to maintain a smooth flow of traffic along evacuation routes to host shelters (e.g., traffic control points, barricade plans, contraflow operations).

  o Identification of specific public information actions needed to effectively communicate incident information to the public (e.g., essential elements of information, talking points, signage, map needs, creation of shelter information centers).

- For all incident-specific planning, the availability and need for resources – personnel, equipment, supplies, and facilities – should be determined and mutual or state aid requests enacted, as needed.

- Creation of accessible public alerts and warning messages.

- Distribution of maps, fliers, and other protective action information to first responders and front-line workers.

- Exchange of critical information with key stakeholders (including local, tribal, and state governments, agency representatives, community-based organizations (CBOs) and trusted community messengers through conference calls).

- Pre-deployment of personnel, supplies, and equipment to support notification, traffic management, transportation, and mass care operations (such as programmable message boards, Amplitude Modulation / Frequency Modulation [AM/FM] transmitters, tow trucks, gasoline tankers, transport buses, ambulances and medical personnel, and shelter management personnel).

- Release of emergency public information through the EOCs.

- Activation of emergency information telephone lines, if necessary, to respond to inquiries from the affected population.

- Proclamation of a local emergency.

3.5.1.1 Essential Elements of Information and Disaster Intelligence

Essential elements of information (EEIs) needed to support disaster intelligence in relation to Protective Actions include, but are not limited to:

- Maps of areas impacted (evacuated or shelters) updated regularly to assess change/progress.

- Data regarding the nature, type, concentration, and impact of the threat/hazard in real time.

- Transportation routes selected or under consideration.

- The number of people and/or size of the geographic area being evacuated or advised to shelter in place.

- The number of people requesting and receiving additional evacuation or shelter-in-place services including transportation/sheltering, feeding, and support care.

- Their general locations or the facilities involved.

- Any intelligence coordinated with any search and rescue, hazardous materials operations, or medical operations related to the evacuation situation.

3.5.1.2 Traffic Plan

A Traffic Plan should be developed regardless of whether evacuation or shelter-in-place is chosen as the protective action. The Traffic Plan should consider the following elements, at a minimum:

- Evacuation routes (if evacuating)

- Evacuation type (single or staged, pedestrian, transit, private vehicle, or combination)

- Contraflow lane reversal (if used)

- Signal timing

- Use of traffic cameras and message boards

- Barriers and perimeter establishment

- Refueling at service stations and for stranded motorists

- Emergency services access for lifesaving and search and rescue operations

- Home health access for vulnerable populations

- Utility provider access for basic services

- Community shelter-in-place facility locations

- TEPs

3.5.1.3 Host Areas

An evacuation will generate impacts outside the areas immediately at risk and may necessitate the use of local resources in non-threatened areas to support the response. The RCEOC will determine whether activation of response operations in designated host areas outside the immediate area of impact is necessary. If so, the RCEOC will request adjacent jurisdictions and agencies to support the evacuation as follows:

- The County may request host areas to implement mass care and shelter and traffic management in support of evacuations from risk areas. All EOCs within designated host areas may be requested to activate and prepare to initiate host response plans.

- In support of host response operations, neighboring jurisdictions/EOCs will be kept informed on incident information, including planning and implementation of protective actions.

- All jurisdictions within designated host areas may be included in any governor's proclamation of a state of emergency and all requests by the governor for emergency disasters and major disaster declarations.

The RCEOC will monitor hazardous situations as they develop. Regular conference calls will be held between the RCEOC, other potentially affected area EOCs (risk and host), and appropriate state and federal agencies as to the degree of threat to the impacted area and the potential for escalation. In addition, the RCEOC will coordinate with local agencies as to whether the hazard will require coordination and implementation of protective actions, including evacuations across multiple jurisdictions. If so, the RCEOC and potentially affected municipal EOCs will begin implementation of the evacuation and shelter-in-place process.

3.5.2 EVACUATION AND SHELTER-IN-PLACE

Evacuation and/or shelter-in-place are initiated when authorities determine that the implementation of protective actions is necessary to preserve life and prevent bodily harm. For no-notice events, this is the first phase, and mobilization may happen both outside and within the impact area as part of the response. This phase may be used in advance of the impact phase for notice events (e.g., floods) or after the impact phase for no-notice or short-notice events (e.g., hazardous material spill, terrorist attack) to meet incident objectives and protect life and property.

3.5.2.1 Decision to Evacuate or Shelter-in-Place

The decision to evacuate or shelter-in-place should be informed by the following considerations:

- The nature of the threat involved

- Capability and resources of the population-at-risk

- Time until impact

- Meteorological conditions and effect on the hazard and population-at-risk

- Capability to communicate with the population-at-risk and first responders

- Capability and resources of the response organizations to implement, control, monitor, and terminate the protective action

3.5.2.2 Evacuation and Shelter-in-Place Activities

The evacuation and shelter-in-place phase is characterized by the following activities:

- Finalization of designation of risk and host areas involved in the evacuation by affected agencies and local jurisdictions

- Creation of estimations regarding initiation time for the evacuation and notification of all affected agencies and local jurisdictions

- Use of alert and warning systems to disseminate evacuation and shelter-in-place directions to the public

- Use of first responders (as resources allow) to support the evacuation of persons with DAFN

- Continual monitoring of the event for changes that may affect the movement of evacuees and for potential impacts on evacuation and sheltering resources

- Continual monitoring of the progress of the evacuation and exchange of information on the level of traffic on routes and use of public shelter space

- Ongoing understandable, accessible, culturally inclusive public information provided, utilizing all available communication methods to inform the evacuees of any change in evacuation routes, availability of hotel and public shelter space in host jurisdictions, etc.

3.5.2.3 Public Information

The PIO should work with the RCEOC/JIC to develop and deliver public information that is actionable, timely, and relevant to protective actions. The public information team and partners will provide a wide range of communications outreach, including culturally appropriate message translations, for all impacted populations who are sheltering-in-place or remain in occupied but affected neighborhoods.

Such messaging should consider the following elements:

All

- The nature of the threat

- Geographic area affected

- Makeup of the disproportionately impacted diverse populations, including persons with DAFN

- Cultural competence in the message content, approach, and distribution platforms

- Length of time protective actions are anticipated to be needed, if known

- Additional sources of information

Evacuation

- Anticipated impact area, evacuation zones, and evacuation levels

- Evacuation routes (ingress and egress)

- Evacuation type (single or staged, pedestrian, transit, private vehicle, or combination)

- TEP and mass care shelter locations

- Recommendation of items to take

- Information on sheltering companion animals and livestock and other large animals

- Contact information for additional assistance for CTN evacuees

Shelter-in-Place

- Anticipated impact area and shelter-in-place zones

- Directions on how to shelter-in-place, including:

- Closing doors, windows, fireplace dampers etc.

- Sealing/closing all vents, fans, and other openings in the structure to the outside

- Turning off furnaces/air conditioners

- Covering and staying away from windows

- Minimizing the use of elevators

- Contact information for critical needs such as injury or illness, food and water, and home health support

3.5.2.4 Evacuation Adjustments

During an evacuation, for a wide variety of unanticipated reasons, it may become necessary to adjust or modify procedures stipulated in an Incident Action Plan (IAP). The most readily apparent reasons for such modifications could include, but are not necessarily limited to, the following:

- Changes in the direction or intensity of the hazard

- Blockage or excessive vehicle congestion on an evacuation route

- Filling of available capacity at public shelters and hotels/motels in host areas

- Anticipated failure to complete the evacuation before hazardous conditions impact evacuees

If alternative routes, actions, or resource deployment can be pre-planned to address these possibilities, appropriate procedures will be included in the IAP. For other situations that cannot be anticipated during the planning of an evacuation, the County/municipal EOC will work with responders at the time to make adjustments to the evacuation.

In the event of a physical blockage of an evacuation route, the County/municipality will respond as necessary to remove the blockage. If removal is not feasible, the EOC will coordinate with responders to plan and implement alternative routing.

3.5.3 IMPACT

This phase begins when the County or municipality(s) starts to see adverse impacts on operations. During this phase, for notice events, the County or municipality will work to secure facilities, people, and equipment and clear and close public transit to minimize the impact of the hazard. Within the impact phase, the "zero hour" marks the time needed to ensure the safety of first responders as the hazard

makes impact and it is the designated point in time when it is no longer safe for responders to continue operations.

The impact phase is characterized by the following activities:

- Final sweep of hazard areas by first responders and front-line workers to support notification and transport of threatened populations

- Evacuation of hazard areas by remaining first responders and front-line workers

- Alert and warning messages to direct individuals remaining in hazard areas to refuges-of-last-resort

- Closure and securing of travel into hazard areas

- Continual monitoring of the hazard, including any potential changes to impact areas

- Ongoing public information provided utilizing all available communication methods to inform the evacuees of any availability of hotel and public shelter space in host jurisdictions, etc.

3.5.4 DISPLACEMENT / MASS CARE

If evacuees must leave their home jurisdiction, they must remain in the host area until their community is safe. Mass Care is mobilized and conducts operations throughout an incident to establish shelters and provide other services, but greater emphasis is placed on these activities during the Mass Care phase. During this phase, the evacuating jurisdictions communicate with the host area to coordinate numbers and types of evacuees, shelters for them, and the potential length of evacuation. Not every evacuation necessitates a robust mass care operation; it is most commonly conducted during long-lasting events. During shelter-in-place operations, mass care may consist of mobile commodity distribution or the establishment of hubs for evacuees to obtain food, water, and information during evacuations that last hours instead of days.

The displacement / mass care phase is characterized by the following activities:

- Provision of safe, accessible shelter secure from the elements

- Safe, equitable and culturally appropriate services are provided at mass care facilities. Availability of culturally appropriate food, water, and emergency relief items to shelter occupants

- Provision of medical first aid and disaster mental health counseling to shelter occupants

- Facilitation of the sheltering of pets that typically live with shelter occupants

- Efforts to support family notification and reunification at shelters

- Facilitation of referrals to recovery resources

- Efforts to ensure that disaster survivors are provided equal access and equal care

Please refer to the Mass Care Annex for additional information.

3.5.5 RE-ENTRY

Re-entry incorporates the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends. In instances where residents may not be able to return to their communities for a longer period, this population is relocated to host areas and returned when it is safe. Re-entry typically marks the transition to recovery activities. This phase may follow the re-entry of first responders if the threat or hazard was significant enough to require first responders to evacuate or will begin once first responders have stabilized the area to a point where residents can return.

Specific attention needs to be paid to populations who relocate back into an area and may face particular challenges or issues of discrimination in being able to access available housing, such as the undocumented, those previously unhoused, non-English or limited English proficiency speakers, those with low income, LGBTQI, single parents, those with criminal records, and those with culturally specific requirements.

The decision to allow re-entry into impacted areas following an evacuation will be made jointly by incident or unified command and the municipal manager(s) in consultation with the appropriate agencies and organizations to ensure that safety, environmental, and cultural/historic considerations have been properly evaluated and risks mitigated. At a minimum, the following additional agencies and organizations should be engaged prior to a determination:

- Building inspection officials
- Utility providers
- Local Historic Preservation Office or Commission
- Ramsey County Public Health: Environmental Health Division

Re-entry traffic control will be directed by law enforcement, with support and coordination provided through the EOC. Re-entry will not be allowed until the unified command agrees that conditions within evacuated areas are favorable for residents to return.

Re-entry planning should begin before the re-entry phase and should consider:

- Determination of any areas with ongoing hazards that must be mitigated before re-entry, such as hazardous material spills, hazard trees, and utility lines.
- Coordination conference calls with all affected risk areas, host areas, and the unified command, and identify which, if any, evacuated areas are in a condition to permit re-entry.
- Mapping of the regional routes available for re-entry into evacuated areas, identifying traffic control resource needs, and preparing a re-entry traffic management plan.
- Coordination with the risk and host areas to identify the impact in areas throughout the planning process and support agency and organization planning efforts for re-entry traffic control within its jurisdiction.
- Determination of re-entry times into each risk and host area and arrangement for publicly announced re-entry.

The re-entry phase is characterized by the following activities:

- Completion of any efforts as feasible to mitigate ongoing hazards in re-entry areas

- Coordination of conference calls led by the RCSO/LEA (in coordination with EOCs) to facilitate coordination efforts by law enforcement, public works, and transportation organizations on the timing of re-entry into impacted areas and the resources necessary to support the efforts

- Coordination of conference calls led by the EOC PIO to facilitate coordination efforts by stakeholder PIOs to disseminate reentry information to the public

- Release of appropriate, consistent information by the EOC PIO to the public regarding the time re-entry is to be allowed, the areas opened, and the routes to be used by returning residents

- Monitoring of re-entry traffic on a municipality-wide basis, identification of any needed adjustments in the re-entry plan, and corrective action implementation as needed

3.5.6 DEMOBILIZATION

During the demobilization phase, RCEMHS will support the transition back to steady state. This support includes the following key tasks:

- **Drawdown and return of resources.** County-provided personnel, supplies, and equipment are released from deployment and returned to their normal operating/storage location(s).

- **Collection and submission of documentation.** Examples include EOC activity logs, EOC action plans, receipts, contracts, and any other documentation that is not otherwise protected. Documentation should be turned in and maintained according to EOC procedures.

- **Public information.** Strategies should shift to connect residents and visitors with recovery services or long-term recovery groups as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information and benefit by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.

- **Feedback and integration.** Appropriate level feedback (hotwash, debrief, after-action review) should be gathered from participating personnel and submitted for improvement planning.

- **Return to readiness.** Response trailers, supply caches, and other resources utilized during response must be returned and replenished to a state of readiness for the next activation.

4. Related Training

The following courses are suggested for those involved in the Protective Actions function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Residential/Non-Residential/Indirect Courses

- G358 Evacuation and Re-Entry Planning

- G197 Integrating Access and Functional Needs into Emergency Management

- G557 Rapid Needs Assessment

- MGT-412 Sport Venue Evacuation and Protective Actions, Texas Engineering Extension Service

- MGT-461 Evacuation Planning Strategies and Solutions, Texas Engineering Extension Service

- Any additional training mandated by state or federal regulations

5. Supplemental Documents/References

The following supplemental documents/references are key information for those involved in the protective actions function. This list is not exhaustive. Contact RCEMHS for more information.

Federal Emergency Management Agency. (2019). Planning Considerations: Evacuation and Shelter-In-Place: Guidance for State, Local, Tribal, and Territorial Partners. Available at https://www.hsdl.org/?view&did=827600

National Mass Care Strategy. (2022). *The National Mass Care Strategy*. Retrieved from https://nationalmasscarestrategy.org/

PLAN NAME	Radiological Emergency – Ingestion Pathway
PLAN TYPE	Hazard Annex
CEOP SECTION	Section 2: Plan Designation C
LEAD COORDINATING AGENCIES	Ramsey County Emergency Management and Homeland Security
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Sheriff's Office Ramsey County Public Information Office Ramsey County Social Services Ramsey County Sheriff's Office - Animal Control Municipal Law Enforcement State Emergency Operations Center State Patrol Minnesota Department of Transportation Minnesota Department of Health United States Department of Agriculture (USDA)
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

Ramsey County has been identified as an "Ingestion Pathway County," because it is located within 50 miles of the Prairie Island and Monticello Nuclear Generating Plants. This document identifies and defines the primary issues, actions, responsibilities, and necessary county-state coordination that must take place following a nuclear plant incident within the 50-mile Ingestion Pathway Zone (IPZ).

The State of Minnesota, Homeland Security and Emergency Management Division is responsible for overall direction and control, protective action decision making, and incident coordination as outlined in Minnesota Statute Chapter 12 and the Minnesota Emergency Operations Plan (MEOP) for nuclear generating plant emergencies. This role differs from the state's usual role as primary support for incidents like floods and tornados.

All counties within a 50-mile radius of a nuclear generating plant are considered ingestion counties and would be asked to support the response actions necessary to protect the food supply from low level radiological material contamination and to protect the population from long term exposure of low levels of radioactive contamination if necessary. Ingestion counties may also be asked to support relocation activities for populations exposed to low-level long-term contamination should it become necessary.

The immediate area of impact for a radiological incident is the area within 10-miles of the nuclear generating plant which is defined as the 10-mile Emergency Planning Zone (EPZ). The areas outside the 10-mile EPZ should not need emergency evacuations but may be asked to implement protective actions aimed at protecting the population from contaminated food products and long-term exposure to low levels of radioactive contamination. Should residents need to be removed from an area where long term radiation exposure is a concern, it would be called relocation.

For an incident occurring at either of Minnesota's nuclear generating plants, plans are in place to alert, notify, and implement public protection decisions within 10-miles of the plants and to protect food

products within the 50-mile IPZ. These plans include the State of Minnesota's Radiological Emergency Preparedness (REP) Plan, specific facility plans and county and municipal plans.

The initial response period called the *Early Phase* or *Plume Phase* of an incident focuses initially on the 10-mile EPZ around each plant and is concerned primarily with a release from the plant that is either imminent or in progress. The state coordinates and implements actions to:

- Protect the public by implementing Protective Action Decisions (PADs) to evacuate or shelter areas as needed.

- Implement measures to protect livestock and food products from contamination.

- Reduce the spread of contamination.

A release from a nuclear generating plant will disperse as it travels downwind, leaving higher concentrations of contaminated material closer to the plant and lower levels further away. The lower concentrations that are deposited further downwind present potential issues for low-level contamination that will impact the ingestion counties. The issues impacting ingestion counties become prominent in the later Ingestion Phase of the incident (day two).

During this period, the focus is on:

- Defining the area/boundaries of the low-level contamination.

- Implementing Protective Action Decisions protecting food supply from contamination.

- Restricting the movement of contaminated animals and food products (especially milk and dairy products).

- Implementing Protective Action Decisions protecting the public from long-term low-level radiation exposure (relocation if needed).

- Decontaminating areas of critical importance (water treatment facilities, major roads/bridges, etc.).

1.2 Scope

1.2.1 INGESTION COUNTY MAP

Figure 1 shows both the 10-mile EPZs and 50-mile IPZs and the counties impacted by the Prairie Island and Monticello Nuclear Generating Plants.
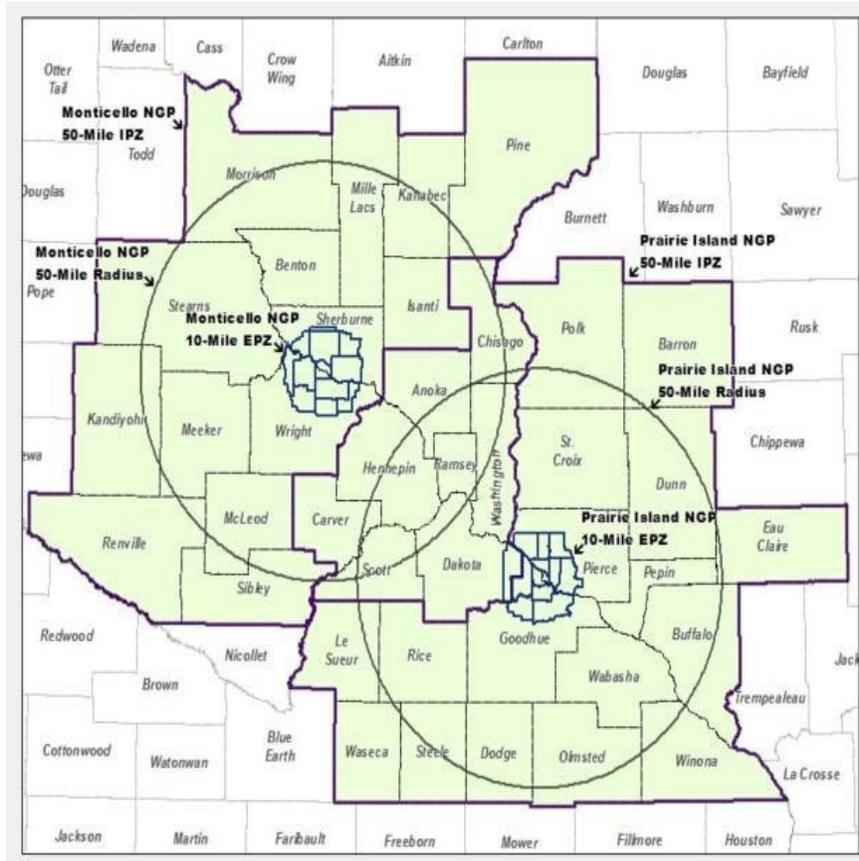
Figure 1. Ingestion County Map

Ramsey County is among the Minnesota Ingestion Counties for the Monticello Nuclear Generating Plant along with Anoka, Benton, Carver, Chisago, Dakota, Hennepin, Isanti, Kanabec, Kandiyohi, McLeod, Meeker, Mille Lacs, Morrison, Pine, Renville, Scott, Sherburne, Sibley, Stearns, Washington, and Wright.

Ramsey County is also among the Minnesota Ingestion Counties for the Prairie Island Nuclear Generating Plant along with Anoka, Carver, Chisago, Dakota, Dodge, Goodhue, Hennepin, Le Sueur, Olmstead, Rice, Scott, Steele, Wabasha, Waseca, Washington, and Winona.

1.2.2 EMERGENCY CLASSIFICATION LEVELS

There are four Emergency Classification Levels (ECLs) used at all nuclear generating plants in the United States. These classification levels drive the actions taken based on the level of severity. An incident at a nuclear generating plant could begin at any of these Classification Levels. The Classification Levels are listed below from least to most severe.

1.2.2.1 Notification of Unusual Event (NUE)

A low-level event which poses no threat to public safety, but which warrants an increased awareness on the part of the plant and off-site agency personnel. The state monitors the condition until it is resolved.

1.2.2.2 Alert

A low-level condition which poses no immediate threat to public safety, but precautionary mobilization of certain response functions is appropriate in case conditions degrade. The State Emergency Operations Center (SEOC) is fully activated to monitor the situation.

1.2.2.3 Site Area Emergency (SAE)

Plant conditions have degraded to a point warranting the full activation of all response functions. Precautionary protective actions for livestock and high-risk portions of the general public might be recommended. The SEOC implements precautionary measures, such as evacuating schools in the area and placing livestock indoors and on stored feed and covered water.

1.2.2.4 General Emergency (GE)

Indicates plant conditions have degraded to a point threatening public safety and some form of protective actions will be initiated like sheltering or evacuating the two-mile area around the plant and five miles downwind. The areas being sheltered/evacuated will also have livestock and food product embargos placed on them.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and the reference section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- General emergency operations will be governed through the Ramsey County Comprehensive Emergency Operations Plan (CEOP).
- State of Minnesota Radiological Emergency Plans are kept up to date.

2. Concept of Operations

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested. Key operational activities identified within this annex are primarily the role of the county but should be supported by the municipalities wherever possible.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. Due to the nature of this type of incident, the RCEOC activation level will be determined based on the classification level as represented in Section 2.4.2. Municipal EOCs for potentially affected communities should activate at a level equivalent to or exceeding this level.

2.1 Operational Priorities

For overarching operational priorities, please refer to the CEOP.

2.2 Functional Objectives

- Provide support for response to a Notification of Unusual Event classification at the Monticello Nuclear Generating Plant or the Prairie Island Nuclear Generating Plant.

- Provide support for response to an Alert classification at the Monticello Nuclear Generating Plant or the Prairie Island Nuclear Generating Plant.

- Provide support for response to a Site Area Emergency classification at the Monticello Nuclear Generating Plant or the Prairie Island Nuclear Generating Plant.

- Provide support for response to a General Emergency classification at the Monticello Nuclear Generating Plant or the Prairie Island Nuclear Generating Plant.

2.3 Critical Tasks

During a response, critical tasks may include but are not limited to the following:

- Interface with the State of Minnesota, SEOC, and surrounding counties during an emergency at a nuclear facility.

- Develop notifications and share information as appropriate.

- Maintain situational awareness.

- Support the establishment of food control measures.

- Support the establishment of relocation areas outside the 10-mile EPZ.

- Support the establishment and maintenance of restricted zones.

- Support reentry into the restricted zones.

- Support establishment of return areas.

- Implement protective measures for agriculture and water.

- Transition to the full CEOP for support necessary beyond this Annex.

2.4 Key Operational Activities

2.4.1 ACTIVATION AND OPERATION

This plan is activated upon notification of an incident at a nuclear power plant.

2.4.2 INGESTION COUNTY RESPONSIBILITIES AND ACTIONS BY EMERGENCY CLASSIFICATION LEVEL

2.4.2.1 Notification of Unusual Event (NUE) Classification Level

- No action is expected by the ingestion counties at this level.

- The CEOP and RCEOC are at Level 4 - "Routine Operations".

- No formal notification is made to the ingestion counties Alert Classification Level.

2.4.2.2 Alert Classification Level

- RCEMHS will be notified of the Alert Declaration by the SEOC.

- The CEOP and RCEOC are at Level 3 - "Limited Activation."

- The SEOC will maintain communications with the RCEMHS ████████████

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2.4.2.3 Site Area Emergency (SAE) Classification Level

- RCEMHS will be notified of the SAE Declaration by the SEOC.

- RCEMHS will determine if Level 2 "Partial Activation" or Level 3 "Limited Activation" is appropriate.

- The SEOC will maintain communications with the RCEMHS ████████████

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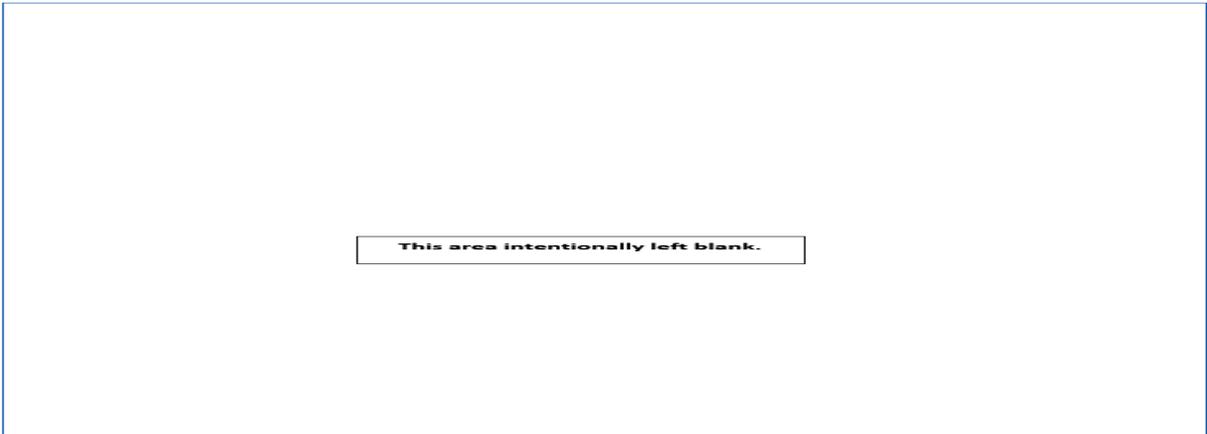
2.4.2.4 General Emergency (GE) Classification

- RCEMHS will be notified of the GE Declaration by the SEOC.

- RCEMHS will determine if Level 1 - "Full Activation" or Level 2 - "Partial Activation is appropriate.

- RCEMHS will staff the RCEOC with the positions required to support the response efforts.

- The SEOC will maintain communications with the RCEMHS ███████████

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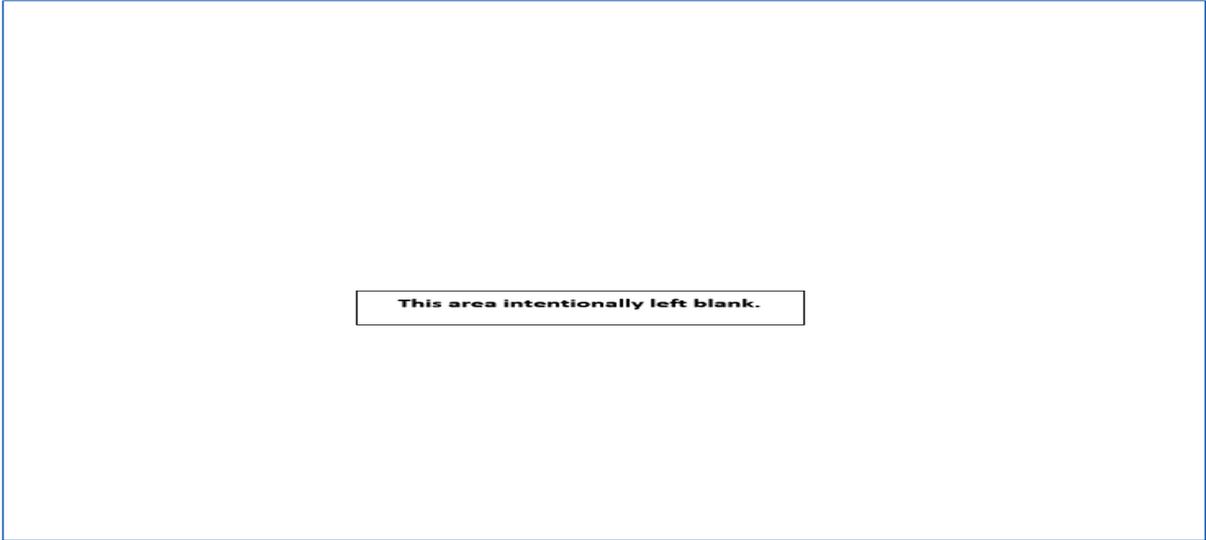
- The Ramsey County Director of Communications will be the overall County Public Information Officer (PIO) and, in coordination with the Saint Paul - Ramsey County Public Health (SPRCPH) PIO, will issue a press release to be distributed to notify the agricultural stakeholders in the county of the event.

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- The County PIO will coordinate the release of public information with the SEOC Joint Information Center (JIC).

2.4.3 INGESTION PHASE RESPONSIBILITIES AND ACTIONS

When the release has ended and the situation is brought under control, attention shifts from the immediate actions of the plume phase to the longer-term issues of the ingestion phase. These actions

include the establishment of additional food control measures, relocation areas, restricted zones, reentry protocols, return protocols and long-term recovery.

2.4.3.1 Support the Establishment of Food Control Measures as Requested by the SEOC

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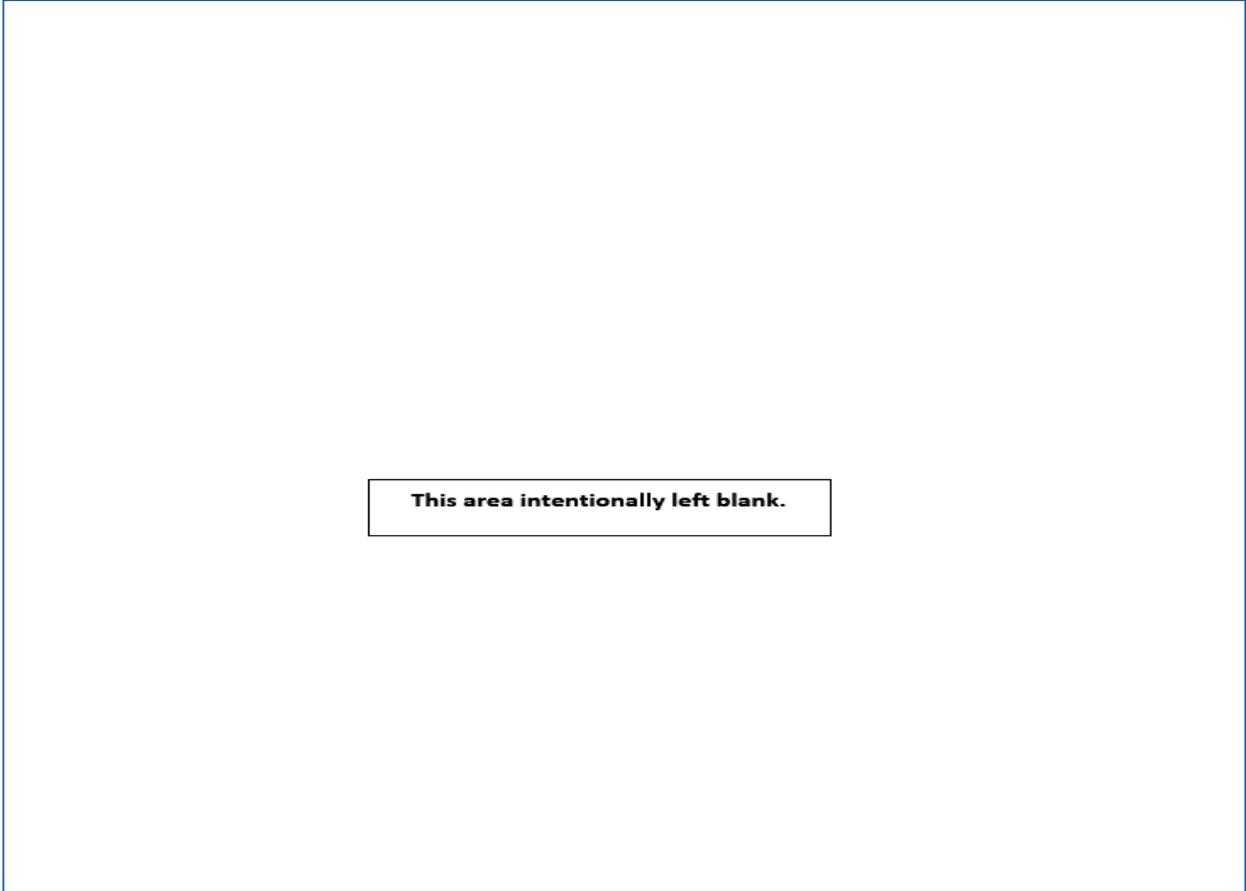
RCEMHS will coordinate information sharing between the state and county community farmers, producers, and industry groups. This may include coordination through SPRCPH or others.

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2.4.3.2 Support the Establishment of Relocation Areas Outside the 10-mile EPZ as Requested by the SEOC

(NOTE: due to the distance from each, Ramsey County has a low probability of being involved in this directly).

The initial post plume priority is to determine if there is contamination in areas outside of the initial evacuation areas that require additional measures to protect the public from long-term exposure to low-level radioactive material. Relocation is defined as the removal or continued exclusion of people from contaminated areas as needed to avoid long-term from low level radiation. Relocation from an area is initiated when soil samples exceed EPA protective action guidelines for 1-year, 2-year or 50-year periods of occupancy.

Relocation is a mandatory movement of people from their homes and farms to a location that does not present a danger from radiological exposure. Relocation is allowed to take place over a period of time, normally a few days, instead of an immediate evacuation as required during the plume phase.

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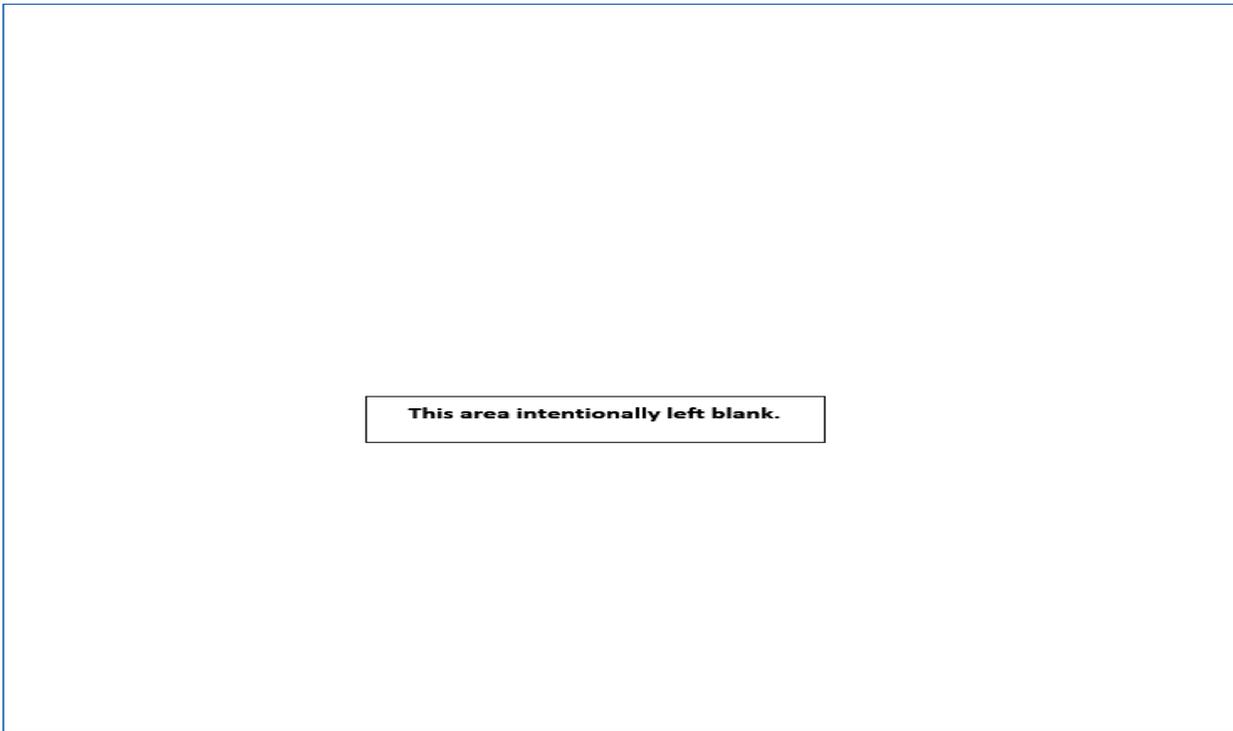
2.4.3.3 Support the Establishment/Maintenance of Restricted Zones as Needed

(NOTE: due to the distance from each nuclear power plant, Ramsey County has a low probability of being involved in this directly).

Any area designated for relocation will be designated as a restricted zone where access controls are implemented. Access is restricted to limit the chronic exposure to low-level radiation and to provide security for the property inside the relocated areas.

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- The SEOC will coordinate monitoring for radiological contamination and decontamination as needed for people leaving a restricted area.

2.4.3.4 Support Establishment of Reentry into the Restricted Zone

Reentry is the approved, temporary access into a restricted zone for an essential purpose. Counties have the primary responsibility for coordinating and implementing a reentry program and prioritizing and approving reentry requests. Priority activities include life safety, incident stabilization, maintenance of critical infrastructure and services, and animal care.

- The SEOC will determine and establish guidelines for the amount of time, including transit time, that an individual could remain in a restricted zone and not exceeded their dose limits.

- The SEOC will coordinate reentry protocols.

- The SEOC will assist Ramsey County with coordinating and prioritizing requests for reentry.

- The SEOC will assist Ramsey County in distributing and processing reentry request forms.

- The RCEOC will establish/coordinate the reentry points into and out of the restricted area. The RCEOC will determine what will be allowed for transport in and out of this area (e.g., personal vehicles or county provided shuttles).

- SPRCPH and the SEOC will coordinate registration and radiation exposure briefings; the SEOC will coordinate distribution of dosimetry, KI, and entry escorts for persons entering the restricted area. Individuals approved for reentry are designated as emergency workers temporarily. As such, they must be provided radiological briefings, just-in-time radiological training, dosimetry, and basic personal protective equipment (PPE) as needed.

- The SEOC will coordinate monitoring for radiological contamination and decontamination as needed for people leaving a restricted area. The SEOC will determine how monitoring and decontamination services will be provided upon completion of reentry (i.e., existing Emergency Worker Decontamination Centers or set up of an ad hoc facility).

- The County PIO will coordinate with the SEOC PIOs to develop public messaging for reentry.

2.4.3.5 Support Establishment of Return Areas

This is the orderly return of people and reoccupation of areas cleared for unrestricted residence or use by previously evacuated or relocated populations. These areas no longer have contamination or there are no long-term exposure health risks from very low-level contamination.

- The RCEOC will coordinate the verification and establishment of return area boundaries in coordination with the SEOC.

- The RCSO and local law enforcement will remove traffic control and access points to areas cleared for return to unrestricted residence or use in coordination with the SEOC.

- RCEMHS will coordinate the timing of the return with state and local agencies.

- The Ramsey County PIO and SPRCPH PIO, in consultation with MDH and/or other agencies, will coordinate communications for people returning that it is safe to live there but some of these areas may still have low level contamination that may require some ingestion pathway food controls or restrictions.

2.4.3.6 Recovery

Recovery refers to the process of reducing radiation exposure rates and concentrations of radioactive materials in the environment to acceptable levels allowing for the return and unconditional occupancy and use by the general public. Recovery involves continued and extensive field sampling, damage/impact assessments and the coordination of federal assistance and the nuclear insurance benefits.

- RCEMHS will coordinate local damage and impact assessments and forward information to the SEOC.

- RCEMHS will coordinate locations for disaster assistance/recovery centers with the SEOC.

- RCEMHS will coordinate the remediation of contamination and restoration to pre-event conditions with the state.

- RCEMHS will coordinate federal assistance and nuclear insurance benefits with the SEOC.

2.4.4 PROTECTIVE MEASURES FOR AGRICULTURE AND WATER

2.4.4.1 Agriculture Protective Actions

The area that may be embargoed will be determined based on the conditions at the time of the incident. There is a wide variety of agricultural protective measures that may be implemented as needed and can only be defined at the time of the incident based on release conditions. The Radiological Emergency Information for Farmers, Food Processors and Distributors brochure details some of that information.

The protection of the food supply from contamination of radioactive material is the top priority, and actions taken to protect the food supply will be coordinated with the impacted counties during the incident. Protective actions and guidelines for proper disposal of contaminated products will be coordinated through the SEOC at the time of the incident.

2.4.4.2 Surface or Ground Water Contamination

The protection of surface and ground water supplies from contamination will be coordinated with the SEOC. It is unlikely that ground water will be contaminated from an airborne release. The following are some examples of actions that may be implemented at the time of the incident.

- Notify and alert downstream users with recommended protective actions.

- Notify watershed districts.

- Determine through sampling if water supplies in the area are safe for human and animal consumption. Determine priority for sampling of those supplies.

- Collect raw water samples near the sources of contamination to establish whether gross contamination of raw water is evident. The ground water source should be monitored over an extended period of time to ensure that it has not been affected.

- Isolate all affected contaminated wells. All open wells, cisterns, barrels, and other open water collecting containers should be covered to prevent radioactive fallout from hitting open water surfaces.

- For storage containers that are supplied by runoff from roofs or other surface drain areas, the collecting filler pipe should be disconnected to prevent contaminants from being washed into the storage containers.

- Domestic surface water supplies may be contaminated by either the accidental discharge of contaminated water or by deposition from an atmospheric release. Spring and well water should not be affected by an accidental release of radioactive material to the atmosphere or to waterways.

- The contamination of domestic water supplies following discharge of contaminated water is possible only for downstream supplies using the receiving water body as a source. Adverse impact can be avoided by curtailing intake during the passage of the contaminated water.

- In situations involving the contamination of a water supply, methods of providing an alternative water supply may include rationing of uncontaminated supplies, substitution of other beverages, importing water from uncontaminated areas, and the designation of certain critical users.

3. Related Training

The following courses are suggested for those involved in the Ingestion Pathway function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Residential / Non-Residential / Indirect Courses

- RERO PER-904 Radiological Emergency Response Operations – 40 hours

- AWR-140 Introduction to Radiological Nuclear WMD Operations

- PER-219 A Prepared Jurisdiction: Integrated Response to a CBRNE Incident

- AWR-317 REP Core Concepts – 12 Hours

- AWR-352 REP Plan Core Concepts Course

4. Supplemental Documents/References

The following supplemental documents/references contain key information for those involved in the Ingestion Pathway function. Contact RCEMHS for more information.

- FEMA Radiological Emergency Preparedness Resource Page - https://www.fema.gov/emergency-managers/practitioners/hazardous-response-capabilities/radiological

- 2022 Monticello Emergency Planning Guide (EPZ)

- 2022 Prarieland Emergency Planning Guide (EPZ)

- State of Minnesota Radiological Emergency Information for Farmers, Food Processors, and Distributors brochure (2009)

- FEMA Radiological Emergency Preparedness Program Manual (December 2019)

- FEMA Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants (2019)

- EPA PAG Manual: Protective Action Guides and Planning Guidance for Radiological Emergencies (2017)

PLAN NAME	Public Health and Medical
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation D
LEAD COORDINATING AGENCY	Saint Paul – Ramsey County Public Health
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Emergency Management & Homeland Security; Emergency Medical Service Agencies; Hospitals; Medical Reserve Corps of Ramsey County
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

The Public Health and Medical Annex (Annex) provides the organization, mobilization, and coordination of medical services, public health, behavioral health, and medical transport during emergencies, disasters, or responses requiring collaboration and coordination at the county level.

The Ramsey County Comprehensive Emergency Operations Plan (CEOP) Public Health and Medical Annex is intended to:

- Augment the CEOP and the Saint Paul – Ramsey County Public Health (SPRCPH) All-Hazards Response and Recovery Plan and be aligned with the principles and practices as described therein.

- Describe the support for public health and medical services operations (including planning, response, and operations), assign responsibilities, and provide actions and responses to public health and health care incidents or public health concerns stemming from other emergencies in Ramsey County.

- Identify Ramsey County Emergency Management and Homeland Security (RCEMHS) specific concerns, capabilities, training, agencies, and resources applicable to public health and medical emergencies.

- Address roles, responsibilities, and the concept of operations for public health and health care within the Ramsey County Emergency Operations Center (RCEOC), and the roles, responsibilities, and the concept of operations for RCEMHS during public health emergencies.

1.2 Scope

This Annex outlines the coordination of health and medical activities during an activation of the CEOP as well as the roles and responsibilities RCEMHS may have during a public health emergency where the coordination occurs at the SPRCPH Department Operations Center (DOC), also known as the Situation, Training, and Response Room (STAR). The scope for a public health emergency is outlined in the *SPRCPH All-Hazards Response and Recovery Plan*. If and when conflicts occur between this document and the SPRCPH All-Hazards Response and Recovery Plan, the SPRCPH plan takes precedence. Activities within the scope of health and medical services during an activation of the CEOP include:

- Organizing, mobilizing, coordinating, and directing health and medical services throughout the duration of an emergency or disaster.

- Coordinating or providing medical and public and environmental health surveillance and monitoring activities with other medical service providers and support agencies.

- Managing the surveillance for and treatment of communicable or other diseases in an emergency or disaster.

- Establishing and maintaining effective and reliable means of communication with health services agencies, health care providers, support agencies, the general public, and the media.

- Assisting with crisis intervention and mental health services during and following an emergency or disaster event.

- Coordinating care of individuals with disabilities and access and functional needs (DAFN).

- Coordinating with the Ramsey County Medical Examiner's Office within the scope of the Fatality Management Annex of the CEOP for the recovery of fatalities, conducting forensic investigations, and determining the cause and manner of death.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and the reference section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- SPRCPH will work under the direction of the SPRCPH All Hazards Response and Recovery Plan during all emergencies.

- SPRCPH will be the Incident Commander (IC) for all public health emergencies within Ramsey County, and RCEMHS and other agencies will support accordingly. For all other emergencies, SPRCPH will be the lead agency to coordinate public health and medical responses.

- As the public health agency for the City of Saint Paul as well as all other jurisdictions in Ramsey County, SPRCPH will be responsible for day-to-day activities and responding to an active incident.

- The Environmental Health Division of SPRCPH serves all of Ramsey County in various capacities, except for certain services within the cities of St. Paul and Maplewood which have their own municipal environmental health agencies.

- SPRCPH, area hospitals, emergency medical services (EMS), and the other supporting agencies have the capability to respond to an emergency 24/7; those providers and facilities that do not will be incorporated into an emergency response as needed.

- Health and medical agencies have planned and prepared to maintain emergency response capability under emergency or disaster conditions.

- SPRCPH, medical services, and emergency response agencies will collaborate to assure a coordinated response within the health and medical systems.

- A significant emergency of natural, technological, or human-caused origin has the potential to impact the county in a manner in which a county or region-wide coordination of health, medical, and environmental activities is required to assure an efficient and effective response.

- Health and medical emergencies may involve casualties requiring varying levels of treatment.

- Health care facilities may be overtaxed, overutilized, or inaccessible. Hospitals and other medical facilities may be taxed to their maximum capacity and their ability to receive patients may be hindered.

- Health care related supplies may be overutilized or unavailable.

- Support agencies will provide emergency services to the best of their abilities. Personnel available to provide full support functions may be limited by injury, illness, personal concerns/needs, or by limited access to or compromise of the facilities where they work.

- Infrastructure supporting health care facilities may be interrupted, causing water, power, gas, food, and other supplies and services to be impaired.

- An emergency may require the triage and treatment of large numbers of individuals, which will have a direct impact on regional hospitals and health care facilities.

- An emergency may require the isolation or quarantine of individuals in their homes or in temporary facilities.

- An emergency may require the implementation of public health measures to contain and control a communicable disease or spread of environmental hazards.

- Each agency responding to emergencies under the Public Health and Medical Annex will contribute to the overall response capability but will retain control over its own resources and personnel.

- Depending on the scope and scale of the incident, the SPRCPH DOC may operate in conjunction with the RCEOC.

- The response to a public health emergency could stretch over a period of days to years and could be multi-jurisdictional and multi-disciplinary, requiring coordination of local, state, and federal agencies as well as nongovernmental organizations.

- A public health emergency can happen concurrently with another incident and/or occur as a secondary incident.

- Individuals with DAFN are often disproportionally impacted to a greater degree and will require additional assistance during emergencies.

2. Preparedness Targets

To achieve an effective public health and medical response, the following Preparedness Targets are suggested for each municipality's emergency management agency and for RCEMHS:

- Ensure coordination between public health and emergency management for information sharing and resource coordination.

- Ensure resources are available to support health and medical services during emergencies.

The broad Public Health and Medical Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	Coordinate with SPRCPH to update and maintain this Annex in conjunction with the SPRCPH Response and Recovery Plan.
Organization	Establish and/or maintain Memoranda of Understanding (MOU) to support the implementation of this Annex.
Equipment	Maintain the equipment needed to support a health and medical emergency response.
Training	Provide training on the implementation of this Annex in partnership with SPRCPH and other support agencies with assigned responsibilities at least once every two years.
Exercise	Provide RCEMHS staff the opportunity to exercise public health and medical service coordination with SPRCPH partners at least once every two years.

Figure 1: Public Health and Medical Preparedness Targets

3. Concept of Operations

3.1 General

SPRCPH is the designated public health agency for the entirety of Ramsey County. As such, SPRCPH is the responsible entity for leading the response to public health emergencies as well as providing health and medical support for all other emergencies which have the potential to cause significant casualties or fatalities. Many day-to-day responsibilities of SPRCPH will also be conducted in response to an event that has health implications, such as epidemiological surveillance and case management, secure communication of sensitive health threat information to local public health partners, such as hospitals and clinics, and risk communication to the public regarding health and disease threats.

3.1.1 OPERATIONAL PRIORITIES

For operational health and medical priorities, please refer to the *SPRCPH All Hazards Response and Recovery Base Plan*. For overall incident priorities, please refer to the Ramsey County CEOP.

3.1.2 FUNCTIONAL OBJECTIVES

- Proactively identify, mitigate, and manage health risks.

- Provide timely and accurate public health and medical information to RCEMHS and guidance to affected populations and responding organizations.

- Coordinate and prioritize hospital and health care needs.

- Coordinate information distribution with the medical community.

- Conduct public health surveillance and monitoring.

- Provide technical assistance, including environmental health, food safety, and agricultural issues.

3.1.3 CRITICAL TASKS

During a response, critical tasks for SPRCPH or designee may include the following:

- Coordinate culturally inclusive information gathering and distribution with the medical community.

- Support culturally competent public information and diverse community engagement efforts, such as dissemination of guidance about protective measures.

- Assess available medical equipment, personnel, and supplies, including personal protective equipment (PPE).

- Request and deploy additional medical equipment, personnel, and supplies, including PPE.

- Establish alternate care sites (ACS).

- Establish public surveillance and testing sites.

- Establish point of distribution (POD) sites for medical countermeasure (MCM) distribution.

- Conduct public health surveillance and monitoring, ensuring equitable practices include disproportionately impacted individuals and high-risk populations.

- Identify, monitor, and mitigate environmental hazards.

- Coordinate and prioritize health care organization needs.

- Coordinate with Minnesota Department of Health Regional Behavioral Health Coordinators regarding behavioral health services for affected populations within the community, including disaster workers.

3.2 Organization

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks and key operational activities are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected municipality.

The SPRCPH will be the lead and coordinating entity for public health and medical services during all types of emergencies. SPRCPH will activate their STAR room, as appropriate. SPRCPH will also recommend the declaration of public health emergencies and act as IC for a public health emergency in Ramsey County. Other agencies, such as RCEMHS, will have a role in a public health emergency and will provide necessary support.

For all emergencies that have or may require a significant public health and medical response, SPRCPH is the central point of notification for health and medical response and will conduct a situation assessment and notify appropriate health and medical support agencies as needed.

3.3 Assignment of Responsibilities

3.3.1 SAINT PAUL – RAMSEY COUNTY PUBLIC HEALTH (SPRCPH)

Type: Government Organization (County/Municipal)	Role: Lead/Coordinator
Preparedness Activities	
Maintain SPRCPH Response and Recovery Plan, including applicable standard operating procedures (SOPs), guidelines, and/or checklists detailing the accomplishments of their assigned functions.	
Coordinate with RCEMHS to maintain alignment between SPRCPH Response and Recovery plan and this Annex.	
Maintain updated MOUs and resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Response Activities	
Activate SPRCPH DOC if indicated by incident.	
Assume the role of IC during public health emergencies and coordinate public health and medical activities.	
Maintain communication with healthcare facilities and other health care partners for situational awareness and ongoing needs.	
When requested, deploy a representative to the RCEOC to coordinate public health and medical activities.	
Provide ongoing status reports to RCEOC as requested.	
Provide timely and accurate information to health care and the general public as needed.	
Document all costs and expenses associated with response and recovery activities, taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available.	
Perform other emergency responsibilities as assigned.	

3.3.2 RAMSEY COUNTY EMERGENCY MANAGEMENT & HOMELAND SECURITY (RCEMHS)

Type: Government Organization (County)	Role: Support
Preparedness Activities	
Maintain this Annex and coordinate with SPRCPH to maintain alignment with the SPRCPH Response and Recovery Plan.	
Maintain updated MOUs and resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Provide training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Response Activities	

| Collect, develop, and distribute situation reports (SitReps) to provide a common operating picture. |
| Coordinate resource requests to assist public health and medical activities. |
| Facilitate mutual aid requests and state support as needed. |
| Coordinate with the Ramsey County Public Information Officer (PIO) and/or Joint Information Center (JIC) to support public messaging efforts related to public health and medical services. |
| When requested, deploy a representative to the SPRCPH DOC to provide coordination and overall situational awareness. |
| Document all costs and expenses associated with response and recovery activities, taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available. |
| Perform other emergency responsibilities as assigned. |

3.3.3 MUNICIPAL EMERGENCY MANAGEMENT AGENCY (EMA)

Type: Government Organization (Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, training and exercise regularly to achieve familiarity with the CEOP and this annex.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Response Activities	
Coordinate with RCEMHS and the Ramsey County PIO and/or JIC to support public messaging efforts related to public health and medical services.	
When requested, deploy a representative to the RCEOC and/or SPRCPH DOC to provide coordination and overall situational awareness.	
Document all costs and expenses associated with response and recovery activities, taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available.	
Perform other emergency responsibilities as assigned.	

3.3.4 55TH CIVIL SUPPORT TEAM OF THE MINNESOTA NATIONAL GUARD

Type: Government (State)	Role: Support
Preparedness Activities	
Perform duties in support of emergency preparedness programs to prepare for emergencies involving the use or threatened use of a Weapon of Mass Destruction, a terrorist attack or threatened terrorist attack that results in or could result in catastrophic loss of life or property, the intentional or unintentional release of nuclear, biological, radiological or toxic or poisonous chemicals that result in or could result in catastrophic loss of life or property, or a natural or manmade disaster that results in or could result in catastrophic loss of life or property.	
Response Activities	
Perform duties in support of emergency preparedness programs to respond to emergencies involving the use or threatened use of a Weapon of Mass Destruction, a terrorist attack or threatened terrorist attack that results in or could result in catastrophic loss of life or	

property, the intentional or unintentional release of nuclear, biological, radiological or toxic or poisonous chemicals that result in or could result in catastrophic loss of life or property, or a natural or manmade disaster that results in or could result in catastrophic loss of life or property.

3.3.5 EMERGENCY MEDICAL SERVICES AGENCIES

Type: Government (Municipal) and Private Organizations	Role: Support
Preparedness Activities	
Develop applicable SOPs, guidelines, and/or checklists detailing the accomplishment of their assigned functions.	
Maintain updated MOUs and resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Response Activities	
Provide ongoing status reports as requested.	
Document all costs and expenses associated with response and recovery activities, taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available.	
Perform other emergency responsibilities as assigned.	

3.3.6 HOSPITALS

Type: Private Organizations	Role: Support
Preparedness Activities	
Implement internal and external hospital disaster plans.	
Establish and maintain field and inter-hospital medical communications.	
Develop and maintain applicable SOPs, guidelines, and/or checklists detailing the accomplishment of their assigned functions.	
Maintain MOUs and updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Response Activities	
Coordinate with SPRCPH for medical surge and other health and medical services.	
Ensure responsibilities for each hospital as outlined in the Metropolitan Hospital Compact are met, including interfacility communications, hospital status reports, bed availability, alternate care site staffing, and resource availability and tracking.	
Coordinate with local emergency responders to isolate and decontaminate incoming patients as necessary	
Document all costs and expenses associated with response and recovery activities, taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available	
Perform other emergency responsibilities as assigned.	

3.3.7 ENVIRONMENTAL HEALTH

Type: Government Organization (County/Municipal)	Role: Support
Preparedness Activities	
Maintain the Environmental Health Annex to the SPRCPH Response and Recovery Plan.	
Maintain MOUs and updated inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.	
Maintain up-to-date rosters for notifying personnel and 24-hour RCEOC and SPRCPH DOC staffing capabilities.	
Response Activities	
Coordinate with local and state partners, including local environmental health agencies and MDH, for ongoing situational awareness and resource sharing.	
Activate SPRCPH Environmental Health Annex of Response and Recovery Plan, if indicated by the incident.	
Facilitate the environmental response with regards to inspections of and technical assistance for food and drinking water supply and safety, wastewater and solid waste management, hazardous waste management, household hazardous waste, and indoor environments, lodging, emergency shelters, vector control, recreational areas, and chemical, biological, radiological, nuclear, and explosives (CBRNE) hazards.	

3.3.8 MEDICAL RESERVE CORPS OF RAMSEY COUNTY (RCMRC)

Type: Volunteer Organization (County)	Role: Support
Preparedness Activities	
Maintain up-to-date rosters for notifying health professionals and other volunteers for contact information and appropriate capabilities	
Response Activities	
Work in mass dispensing or vaccination clinics as the incident requires	
Support epidemiologists in case or contact investigation	
Serve as supplemental staff at temporary offsite care facilities	
Provide expert information to residents via telephone	

3.4 Available Resources and Identified Resource Gaps

3.4.1 EMS TRANSPORT / PRE-HOSPITAL TRANSPORT

There are six main responding agencies for 911 calls within Ramsey County: Allina Medical Transportation, City of Saint Paul Fire Department (SPFD), Hennepin County Medical Center EMS, Lakeview Hospital EMS, Maplewood EMS, and White Bear Lake EMS. Each of these responding agencies is the Primary Service Area (PSA) provider for the cities stated below and will follow the appropriate department Standard Operating Procedures (SOPs). All departments carry the necessary equipment to respond to a mass casualty incident.

The transporting EMS agency is responsible for tracking patients to their destination. Receiving hospitals will document receipt of patients and make data available to authorized personnel at Saint Paul Ramsey Public Health via the MNTrac system. The Metro Medical Resource Control Center (MRCC) uses the MNTRAC as the method to determine the number of patients each hospital can accommodate during the

incident. Red, yellow, and green triage designations are consistent with the MNTRAC and the availability of hospital resources to handle patients.

Most EMS providers in Ramsey County utilize Regions Hospital for medical direction. Other EMS providers that may be needed to respond to an incident within Ramsey County may use West Metro protocols or have their own medical direction.

EMS Providers within Ramsey County

- Allina Medical Transportation: Arden Hills, Roseville, Little Canada, New Brighton, North Oaks, Shoreview, Mounds View, Vadnais Heights

- City of Saint Paul Fire Department (SPFD): Saint Paul, Falcon Heights, and Lauderdale

- Hennepin County Medical Center EMS: Saint Anthony

- Lakeview Hospital EMS: North St. Paul

- Maplewood EMS: Maplewood

- White Bear Lake EMS: White Bear Lake, White Bear Township, Gem Lake, and areas of Washington County

3.4.2 HEALTH ALERT NETWORK (HAN)

The Director of SPRCPH is responsible for all warning and emergency notifications to health service providers in Ramsey County. This responsibility has been delegated to the coordinator of Ramsey County's HAN.

3.4.3 HEALTH CARE FACILITIES

The following hospitals are located within Ramsey County; with the exception of M Health Fairview St. John's Hospital, all are located within the City of Saint Paul.

- Children's Hospital of Saint Paul

- Gillette Children's Hospital & Clinic

- Regions Hospital

- M Health Fairview St. John's Hospital

- United Hospital

All hospitals maintain internal emergency operations plans and have established connections with both SPRCPH and Minnesota Department of Health (MDH) and are members of the Metropolitan Hospital Compact. All hospitals have a decontamination plan and maintain a level of decontamination capabilities, while Regions Hospital is the primary receiving hospital for patients with CBRNE injuries. The City of Saint Paul Fire Department provides technical assistance as needed. Regions Hospital also stands as the only Level 1 Adult and Level 1 Pediatric Trauma Center, as well as the only Burn Center on the East Side.

3.4.4 METROPOLITAN HOSPITAL COMPACT

The six hospitals in Ramsey County, along with surrounding hospitals, clinics, and long-term care facilities in the Twin Cities metropolitan area, are members of the Metropolitan Hospital Compact. This compact is a voluntary agreement to engage in cooperative and coordinated planning and response efforts. In the event of an emergency, members will work together for information and resource sharing to facilitate a coordinated response effort.

3.4.5 METRO HEALTH AND MEDICAL PREPAREDNESS COALITION

Ramsey County and the health care facilities and organizations within the County are members of the Metro Health and Medical Preparedness Coalition. The coalition is comprised of hospitals, clinics, emergency managers, EMS, long-term care, public health, and hospice and home care within Anoka, Carver, Dakota, Hennepin, Ramsey, Scott, and Washington counties as well as the cities of Minneapolis, Bloomington, Edina, and Richfield. In addition to providing regional coordination of planning, training, and exercises, the coalition can provide health and medical situational information and facilitate health and medical resource sharing during emergencies.

3.4.6 METRO MEDICAL RESOURCE CONTROL CENTER (MRCC)

The MRCC provides medical control communications to pre-hospital emergency care providers in the East Metro Counties of Dakota, Ramsey, and Washington in Minnesota, and areas of Western Wisconsin. During an active emergency, the MRCC, following internal standard operating procedures, is responsible for the coordination of patient movement and tracking, EMS communications, and resource allocation.

3.4.7 MNTRAC

MNTrac, the Minnesota system for Tracking Resources, Alerts, and Communications, is an internet-based platform, designed to track bed capacity, pharmaceuticals, and resources from hospitals within the state to support surge capacity. This system, administered and maintained by MDH, provides real-time situational awareness within the health care system to aid in patient movement and resource sharing.

3.4.8 RAMSEY COUNTY MEDICAL RESERVE CORPS (MRC)

The Ramsey County MRC is a resource of health professionals and other volunteers that can be leveraged during a health and medical emergency response. The MRC volunteers are comprised of active and retired health care professionals and students, community leaders, citizens with health or public health backgrounds, multilingual volunteers, and those who serve individuals with DAFN.

Under the direction of SPRCPH, the MRC volunteers can assist in mass dispensing and vaccination clinics, support epidemiological case or contact investigation, serve as supplemental staff in a variety of capacities, including hospitals and alternate care sites, and can aid in public information campaigns.

3.4.9 REGIONAL HOSPITAL RESOURCE CENTER (RHRC)

The RHRC will be a designated hospital within the Metropolitan Hospital Compact that will serve as a clearinghouse for information during an emergency and can assist in matching available and requested resources within the health care system.

3.5 Key Operational Activities

3.5.1 NOTIFICATIONS AND ACTIVATION

In the event of a public health incident or in an instance originating as a health and medical emergency, the SPRCPH will keep RCEMHS informed of situations with the potential to require activation of the RCEOC. The Notification Protocol Annex to the SPRCPH plan will be followed, including the convening of the Public Health Incident Command Team (ICT). Notification processes, membership, and ICT position assignments are located in appendices to the SPRCPH plan. If an incident does not require the activation of the RCEOC, the SPRCPH DOC may be activated and will be the coordinating center for the incident.

The Public Health and Medical Services Annex will be activated when an emergency or disaster occurs within or affecting Ramsey County requiring a coordinated response of health and medical services. It is expected that SPRCPH will commit resources, expertise, and experience as needed, including a liaison to the RCEOC, if activated either virtually or physically. SPRCPH will coordinate with support agencies to assure the effective use of local medical resources and determine additional medical resource requirements. If additional resources are required, RCEMHS requests assistance from state, federal, private, and nonprofit organizations to support the medical health, mental health, and environmental health response.

3.5.2 OPERATIONAL RESPONSE

The triage, treatment, transport, and medical care of extraordinary numbers of ill or injured patients in the metro area will affect all hospitals, EMS, emergency management, and public health agencies.

3.5.2.1 Health and Medical Services During Public Health Emergencies

In the event of a public health incident or declared public health emergency, SPRCPH will be the IC for the incident and follow the concept of operations as laid out in the SPRCPH Response and Recovery Plan, including the activation of the Public Health ICT.

During a public health emergency, SPRCPH response functions include, but are not limited to the following:

- Issue initial and updated health threat information via the HAN.

- Conduct epidemiological surveillance of an infectious and/or communicable disease.

- Implement measures to prevent and control disease transmission.

- Develop and issue press releases to local media.

- Activate a hotline for the public or for health professionals to answer questions regarding protective actions to take and provide critical public health information.

- Provide direction and education on specific agents for personnel responding to an incident.

- Coordinate or provide mass dispensing of medications or vaccination within Ramsey County.

- Provide health-related information and assist with provision of services for individuals with disabilities and access and functional needs.

- Assure compliance with food code regulations in emergency mass care facilities.

- Mobilize additional workforce from sources such as the Ramsey County MRC.

- Request resources, such as the release of pharmaceutical stockpiles stored nationally.

- Request assistance from partners, such as other local health departments and MDH.

- Monitor persons in isolation and/or quarantine.

- Coordinate with local environmental health staff and provide environmental health response functions, including the inspection of contaminated foods. Additional details are included in the SPRCPH Response and Recovery Plan Environmental Health Standard Operating Procedures Annex. Sources of the notification that may trigger an environmental health response include MDH, Minnesota Department of Agriculture, Minnesota Pollution Control Agency, and U.S. Food and Drug Administration.

To support a public health emergency, RCEMHS has the following responsibilities for a public health emergency as outlined in the SPRCPH plan:

- Support the public health response.

- Maintain the CEOP base plan and annexes.

- Coordinate between local, state, and federal agencies.

- Maintain the RCEOC.

- Coordinate communications during emergencies through the Emergency Communications Center.

3.5.2.2 Health and Medical Services During All Emergencies

Many emergencies have the potential to cause significant casualties or fatalities or cause a disruption to the health care system in the County, even if not a declared public health emergency, such as an outbreak or pandemic. To support the healthcare system during all emergencies, SPRCPH will:

- Coordinate health and medical services.

- Assist in the coordination of community mental health needs along with Ramsey County Department of Social Services, American Red Cross, and other disaster assistance agencies.

- Act as primary source of public information regarding health, medical, and environmental response to emergencies and disasters; work with the JIC to release information to the public and media with the appropriate response partners.

- Conduct situation assessment, initiate surveillance, and monitoring activities as needed, and notify appropriate support agencies.

- Coordinate effective use of local medical resources and determine additional medical resource requirements.

- Request additional assistance through the MRCC, or through the RCEOC if activated.

3.5.2.3 Operations Centers

Depending on the nature of the incident, incident coordination may necessitate the activation of multiple operations centers. The RCEOC is the primary location from which Ramsey County government provides support and coordination during a large or complex incident. When activated, a liaison from SPRCPH will be designated to coordinate the health and medical services to assist the overall incident management.

Concurrently, or if the event is a public health emergency, SPRCPH may activate its DOC. From the SPRCPH Response and Recovery Plan:

The DOC is the hub of SPRCPH's emergency response and recovery operations. It is responsible for the strategic overview, or "big picture," of the disaster, and is a centralized post where public health response functions can sustain communication and coordinate response efforts. In the event of a public health emergency, the Incident Command Team staff activates the DOC within SPRCPH, where command leadership and program staff meet to plan and operationalize the public health response to the emergency. The Incident Command Team will decide the scope of the DOC activation based on extent of the event and/or the resources needed. The DOC has the capability to be activated within one hour of the decision to activate. Operational periods of the DOC, typically 12-hour periods, will be established by the Command Staff, including a determination regarding 24/7 operations. This determination is predicated on availability of sufficient staffing.

3.5.2.4 Medical Surge

Widespread or long-lasting emergencies can challenge the capabilities of the health care system to adequately care for large numbers of patients. In addition, given the nature and scope of an incident, health care operations could be impacted by infrastructure or resource challenges.

Medical surge is the ability to rapidly expand the capability and capacity of the existing health care system (long-term care facilities, community health agencies, acute care facilities, alternate care facilities, and public health departments) to provide support for an event that results in increased need of personnel (clinical and non-clinical), support functions (laboratories and radiological), physical space (beds, alternate care facilities) and logistical support (clinical and non-clinical equipment and supplies). This includes providing definitive care to individuals at the appropriate clinical level of care, in a culturally competent manner, within sufficient time to achieve recovery and minimize medical complications.

In the metro region, hospital surge capacity is dependent on the daily census (monitored by MNTrac), with additional capacity generated using a combination of tactics, including deferral of elective cases, early discharges, use of flat-space areas for patient care, conversion of single to double rooms, etc. An assessment of the census and hospitals affected will be made by the Regional Hospital Resource Center (RHRC) early in the event to assist with resource and staffing requests from outside the region if necessary. Each hospital has its own internal plan to address medical surge, but if additional resources are needed, assistance can be requested through the Metropolitan Area Hospital Compact, which is a

voluntary agreement among hospitals in the seven-county Minneapolis / Saint Paul metropolitan area to provide mutual aid, including personnel, equipment, and supplies. Should patient care requirements exceed available resources, immediate requests to MDH will be made for inter-regional and inter-state transfer and a request made via RCEMHS to the State Emergency Operations Center (SEOC) for a federal declaration of disaster and activation of the National Disaster Medical System (NDMS).

3.5.2.5 Alternate Care Site (ACS)

An ACS provides basic patient care in a nontraditional health care setting during an ongoing emergency, and supplements non-ambulatory patient care beds in proportion to the needs of the incident when all hospital options are exhausted. ███ ██ ██████████████████████ In the event that hospital surge capacity has been exceeded across the county, the decision to open an ACS will be made by SPRCPH and RCEMHS in collaboration with the RHRC and MDH. The site would be staffed by hospital personnel (through the Metropolitan Hospital Compact Agreement) and augmented with MRC volunteers (through local public health), Community Emergency Response Teams (CERTs) (through local jurisdictions), and in some situations, Federal Disaster Medical Assistance Teams (DMATs).

Modular Emergency Medical System (MEMS) has been developed to provide a systematic, coordinated, and effective medical response to the casualties of a large-scale incident, where the number of casualties significantly overwhelms a community's existing medical capabilities and/or involves an outbreak of a disease. This modular system will establish non-hospital locations of medical care linked to the local and regional healthcare and public health systems - which will oversee patient care, medical logistics, and information flow. As hospitals reach full capacity, they can establish ACS in nearby buildings to transfer and redirect non-ambulatory patients who require non- critical, supportive care and cannot be accommodated in hospitals.

The RHRC will work closely with the ACS to triage appropriate patients to the facility. Patients who are not eligible for admission to the ACS are those requiring mechanical ventilation, continuous electrocardiography (EKG) monitoring, receiving vasopressors, requiring blood transfusions, requiring hemodialysis, patients with existing diseases (cardiovascular disease [CVD], diabetes, cancer, etc.) who are experiencing exacerbation concomitant with injury or infection, any Advance Cardiac Life Support (ACLS), Advance Trauma Life Support (ATLS), Pediatric Advance Life Support (PALS), or Neonatal Advance Life Support (NALS) interventions, and those patients in active labor.

3.5.2.6 Local, Regional, and State Coordination

A response to a public or environmental health emergency within Ramsey County will also be coordinated with the MDH, local municipal environmental health agencies, and regionally as appropriate. Resources may also need to be requested if local resources are exhausted. SPRCPH will work with local, regional, and state public health partners to ensure effective implementation of the response. Standard operating procedures for this coordination, including notification processes and requesting mutual aid, can be found in the SPRCPH Response and Recovery Plan.

3.5.3 INFORMATION SHARING

Providing situational awareness during an ongoing incident is a core component to help support decision-making and assist public information, promote inclusiveness and service equity, and assist in timely decision-making throughout the incident.

The types of Essential Elements of Information (EEI) needed are dependent on the type of incident. EEIs are critical to providing a common operating picture so that decision-makers can make sound determinations based on solid evidence. While not required for decision making purposes, it is recommended that the following EEIs, at a minimum, be collected and distributed through Situation Reports throughout the response phase.

3.5.3.1 Mass Casualty Incident EEIs

- Triggering event and any ongoing threat

- Location(s)

- Number of fatalities

- Status of Fatality Management Annex and medical examiner capabilities, including Disaster Portable Morgue Unit, if deployed

- Number of injured, including triage level

- Status of Family Assistance Services Plan activation

- Scene or area closure(s)

- Transportation needs

- Transportation assets

- Hospital bed availability

- Impacts to community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material) and schools

3.5.3.2 CBRNE Incident EEIs

- Triggering event and any ongoing threat

- Type(s) of CBRNE agent involved

- Location(s)

- Number of fatalities

- Number of injured, including triage level

- Populations threatened

- Current and predicted weather

- Scene or area closure(s)

- Transportation needs

- Transportation assets available

- Hospital bed availability (including ICU bed specifics)

- Decontamination needs

- Decontamination assets available

- Type(s) of specialists needed for assessment and incident stabilization

- Type(s) of specialists needed for recovery

- Impacts on community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material), and schools

3.5.3.3 Infectious Disease EEIs

- Current number of cases

- Total number of cases

- Breakdown of cases by demographics

- Effective reproduction number (R-rate or Rt)

- Fatalities (day)

- Fatalities (total)

- Breakdown of fatalities by demographics

- Impacts on disproportionately impacted populations

- Impacts on individuals with DAFN and culturally diverse populations

- Case fatality rate

- Tests administered (day)

- Tests administered (total)

- Test locations (including geographical site equity)

- Variants (if known)

- MCMs administered (day)

- MCMs administered (total)

- MCM locations

- Scarce resource availability

- Staff shortages in essential service delivery

- Hospital bed availability (including ICU bed specifics)

- Impacts on community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material) and schools.

- New proclamations, declarations, guidance, or mandates

3.5.4 DEMOBILIZATION

During the demobilization phase, RCEMHS will support the transition back to normal operations. Recovery actions by SPRCPH may continue for weeks, months, or years, depending on the event. RCEMHS will assist SPRCPH with the following:

- Continue to coordinate ongoing risk communication to the public regarding threats posed by residues generated by the emergency.

- Maintain response activities to ensure access to safe food, water, and air quality.

- Provide updates to situational awareness that could impact health and medical activities.

- Facilitate safety and health monitoring for responders, volunteers, and the public, including behavioral health services.

4. Related Training

The following courses are suggested for those involved in the Public Health and Medical function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Independent Study

- ICS 100 Introduction to the Incident Command System

- ICS 200 Basic Incident Command for Initial Response

- IS-700 An Introduction to the National Incident Management System

- IS-240 Leadership and Influence

Center for Domestic Preparedness Training

- EMRA PER-271 Emergency Medical Response Awareness for CBRNE Incidents

- AWR-358 Hazardous Material Awareness

- HCL MGT-901 Healthcare Leadership for Mass Casualty Incidents

- AWR-915 Response Considerations During Outbreak or Pandemic

- EHTER AWR-922 Environmental Health Training in Emergency Response Awareness Course

- AWR-923 Radiological Emergency Management

Additional Training

- AWR-111-W Basic Emergency Medical Services Concepts for Chemical, Biological, Radiological, Nuclear, and Explosive Events, Texas Engineering Extension Service

- AWR-118 Biological Incidents Awareness, Louisiana State University

- AWR-314-W Medical Countermeasures Awareness for Public Health Emergencies, Texas Engineering Extension Service

- MGT-433 Isolation and Quarantine for Rural Communities, Rural Domestic Preparedness Consortium

- MGT-447 Managing Food Emergencies: Strategies for a Community Response, Louisiana State University

- Center for Homeland Defense and Security self-study course on Public Health Preparedness and Emergency Response

- Center for Homeland Defense and Security self-study course on Pandemics: The Ultimate Public Health Test

- Center for Homeland Defense and Security self-study course on Quarantine Authority

5. Supplemental Documents/References

The following supplemental documents/references are key information for those involved in the Public Health and Medical function. This list is not exhaustive. Contact RCEMHS for more information.

- Saint Paul – Ramsey County Public Health Response and Recovery Plan

- Metropolitan Hospital Compact - https://www.metrohealthready.org/wp-content/uploads/2017/12/Metropolitan_Hospital_Compact_Agreement_Update-05_05_2014.pdf

- Ramsey County Charter, Sec. 10.04 C

PLAN NAME	Recovery
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation E
LEAD COORDINATING AGENCY	Operational Recovery Task Force Ramsey County Department of Community and Economic Development Municipal Departments of Community Development
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Manager Municipal Mayors Ramsey County Emergency Management Ramsey County Emergency Operations Center Ramsey County Departments Community-Based Organizations
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

Recovery is the capability of the jurisdiction to implement short and long-term recovery and mitigation processes after a disaster emergency. This includes identifying the extent of damage caused by an incident, conducting thorough post-event assessments, and determining and providing the support needed for recovery and restoration activities to minimize future losses from a similar event.

The Ramsey County Recovery Annex (Annex) is intended to:

- Define how Ramsey County and its communities will effectively organize and operate to promote effective recovery.

- Leverage a Whole Community approach by attempting to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the general public in conjunction with the participation of local, tribal, state, territorial, and federal governmental partners in recovery efforts.

- Clarify the roles and responsibilities of stakeholders in pre-and post-disaster recovery.

- Identify sources of recovery funding and provide technical assistance, such as impact analysis, necessary for community recovery.

1.2 Scope

As the response phase of a disaster ends, emergency operations will transition to recovery. Recovery objectives are different than response objectives. As soon as possible, Ramsey County Emergency Management and Homeland Security (RCEMHS) will bring together private, local, state, and federal agencies to coordinate state and federal assistance programs and establish support priorities. Disaster assistance will be coordinated through assistance centers that may be staffed by representatives of federal, state, and local governmental agencies, private service organizations, and private companies. If major damage has occurred, a local government recovery group will be formed to coordinate planning and decision-making for recovery and reconstruction.

The Annex addresses recovery actions within Ramsey County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the Ramsey County Comprehensive Emergency Operations Plan (CEOP) remain in place.

The Recovery Annex will be, to the extent practicable, informed by the Ramsey County Comprehensive Plan, which can be found at https://www.ramseycounty.us/your-government/projects-initiatives/comprehensive-plan. This Annex may be activated for incidents that require a coordinated response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, businesses, long-term employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery. Recovery Annex support will vary depending on the magnitude and type of incident, and is responsible for:

- Economic assessment, protection, and restoration.
- Short-term recovery actions.
- Community recovery operations.
- Mitigation analysis and program implementation.
- Coordination with the private sector.
- Coordination with state and federal agencies providing assistance.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- Ramsey County and its communities may be affected by natural, technological, or human/societal hazards.
- In a catastrophic incident, damage control and disaster relief will be required from the state, federal, and other local governments as well as private organizations.
- The RCEOC may or may not be activated in support of an event or emergency. Activation will be determined based on the scope and scale of the event.
- A disaster may occur at any time with little or no warning, and response and/or recovery needs will exceed the capabilities of local and state government, the private sector, and nonprofit organizations in the affected areas.
- Residents may be displaced, requiring shelter and social service support. Sheltering activities may be short-term or long-term depending on the severity of the incident.
- Vital infrastructure, such as potable water supplies, electrical power, natural gas, and sewer services, may be compromised.

- Transportation infrastructure may be damaged and in limited operation. Vital transportation corridors may be damaged and impassible.

- Communications infrastructure may be damaged, causing disruption in land-line telephone, cellular telephone, radio, microwave, computer, and other communication services.

- Catastrophic disaster scenarios will change nearly all facets of everyday life. These scenarios are very different from the changes that occur in large emergency situations and have the potential to produce far greater impacts on residents, businesses, and the government.

- Response activities and short-term and long-term recovery activities will occur concurrently, which may create tension and competitive demand for resources. This dynamic will be exacerbated when there are secondary hazards and/or inadequate processes for prioritizing needs.

- Many resources critical to the disaster recovery process may be scarce, and competition to obtain such resources may be significant. Participation from many outside agencies and organizations will be needed through the recovery phases.

- Private-sector entities will play a significant role in the repair of critical infrastructure. These entities will provide the primary workforce for much of the infrastructure recovery.

- Voluntary organizations within and from beyond the region will play a major role throughout the affected areas by providing supplies and services.

- Ramsey County may need to request assistance through mutual aid and/or from neighboring communities, the State of Minnesota, and the federal government in accordance with the National Response Framework (NRF).

- Recovery activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals across Ramsey County are effectively served with fair and equitable treatment.

2. Preparedness Targets

To achieve and sustain the ability to coordinate between agencies during recovery and disseminate resources to the public, the following Preparedness Targets are suggested for municipal emergency management agencies and RCEMHS:

- Economic and community impacts are estimated.

- Priorities are set for recovery activities, business disruption is minimized, and individuals and families are provided with appropriate levels and types of relief with minimal delay.

The broad Recovery Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	Ramsey County will develop restoration and recovery plans with applicable stakeholders on behalf of the jurisdiction.
Planning	Ramsey County will develop mitigation plans with applicable stakeholders on behalf of the jurisdiction.
Organization	Ramsey County maintains contact information for key recovery partners in the jurisdiction (community planning officers, voluntary organizations, housing, crisis counseling, etc.) and updates it on a regular basis.
Equipment	Ramsey County maintains and tests appropriate equipment (and/or agreements and partnerships) necessary during recovery operations. Examples may include Memoranda of Understanding (MOU) for debris removal contractors or temporary housing providers.
Training	Ramsey County will coordinate the delivery of pre-disaster recovery training and conduct broad outreach to engage relevant stakeholders in the community.
Exercise	Ramsey County will develop exercises/drills of sufficient intensity to challenge management and operations and to test the knowledge, skills, and abilities of individuals and organizations for recovery and document findings in an After-Action Report / Improvement Plan (AAR/IP).

Figure 1: Recovery Preparedness Targets

3. Concept of Operations

3.1 General

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required to restore critical operations and recover from a disaster that affects Ramsey County.

An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry. Depending on the nature, scope, and scale of the event, the jurisdiction may activate some or all of the recovery guidelines. It is possible that recovery activities may be initiated concurrently with or shortly after the commencement of response operations, even while immediate life-saving activities are in progress.

The National Disaster Recovery Framework (NDRF) should be utilized by Ramsey County to advance the concepts of recovery that extend beyond simply repairing damaged structures. It should include the continuation or restoration of services critical to supporting the physical, emotional, and financial well-being of impacted community members. Recovery includes the restoration and strengthening of key systems and resource assets that are critical to the economic stability, vitality, and long-term sustainability of the communities themselves. These include health (including behavioral health) and human services capabilities and networks, public and private disability support and service systems, educational systems, community social networks, natural and cultural resources, affordable and accessible housing, infrastructure systems, and local and regional economic drivers. Together, these elements of recovery contribute to rebuilding resilient communities equipped with physical, social, cultural, economic, and natural infrastructure required to meet potential future needs.

The NDRF establishes a scalable, flexible, and adaptive coordinating platform that aligns key roles and responsibilities across the Whole Community and depicts a process in which Ramsey County fully

engages and considers the needs of all its members. A key element of the process is that the community assumes leadership in developing recovery priorities and activities that are realistic, well planned, and clearly communicated.

3.1.1 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to Section 2.1 in the CEOP.

3.1.2 FUNCTIONAL OBJECTIVES

- Provide operational guidance for responders and decision-makers
- Achieve a timely restoration, strengthening, and revitalization of critical infrastructure and housing
- Resume a sustainable economy
- Restore key health, social, cultural, historic, and environmental components across Ramsey County

3.1.3 CRITICAL TASKS

During recovery, critical tasks may include the following:

- Rapid assessment of damages and needs
- Establishment of a comprehensive framework for managing recovery efforts within the jurisdiction
- Reinstatement of individual autonomy
- Restoration of resident and/or visitor unity
- Provision of essential public services
- Permanent restoration of private and public property
- Restoration of normal government operations
- Restoration of critical and public services
- Identification of residual hazards and improvement of future emergency operations
- Reimbursement of costs associated with disaster as allowed under state and federal regulations

3.1.4 RECOVERY CONSIDERATIONS

Disaster recovery efforts will be managed at the lowest level of government, typically at the municipal level. In a complex or multi-jurisdictional recovery effort, RCEMHS will serve as a regional point for disaster recovery efforts. Each municipality will take an active role in pre-disaster recovery planning and utilize the following basic recovery planning concepts:

- **Different than response.** As in response, recovery will require executive leadership and support; however, it has different participants, different goals, different priorities, different time frames, and different funding requirements and opportunities.

- **Long-term leadership.** The NDRF suggests that a jurisdiction should be prepared to identify a "Disaster Recovery Coordinator" or equivalent to provide leadership in recovery planning and prioritization of goals. This leadership is required to manage overall recovery coordination and management at the local level. In Ramsey County, this position has been designated as the Disaster Recovery Manager (DRM). The DRM will be appointed by the County Manager based on the incident scope and type. The DRM will work with the leadership of the affected municipalities to coordinate recovery efforts countywide.

- **People.** Both public and private sector jurisdictions and organizations should be prepared to expand their administrative capacity. Recovery from a disaster will create a large number of "new" tasks to be completed while the day-to-day operations of government continue as well. Disaster recovery operations traditionally require a combination of adding new people to carry out the additional tasks and prioritizing day-to-day government operations to ensure regular and additional tasks are completed. For example – "Only disaster-related building permits will be considered until . . ."

- **Community involvement.** The public will be informed of the recovery process through media releases, public forums, town hall meetings, etc. Jurisdictions must continue to implement, coordinate, and manage awareness and outreach efforts to individuals with disabilities and access and functional needs (DAFN); this task cannot end as the focus shifts from response to recovery, and the same public alert and warning communications should be used.

- **Planning.** Jurisdictions must incorporate principles of planning into the recovery process. Recovery that is allowed to just "happen on its own" leads to a variety of future problems for a community. Basic questions such as "Do we put it back the way it was?" or "Do we take this opportunity to mitigate?" need to be considered by the Recovery Coordination Group. A jurisdiction also needs to communicate post-disaster planning and operational needs to the state and lead an inclusive planning process, facilitating practices that comply with applicable laws, including civil rights mandates.

- **Partnerships.** A community must coordinate with relevant regional planning organizations that provide resources and/or planning expertise. A community should work in pre-disaster planning to promote partnerships between nonprofit organizations, faith-based organizations, the private sector or other relevant organizations, and nontraditional and/or underserved communities.

- **Priority setting.** There are an unlimited number of ways things can go wrong, so there are an unlimited number of ways a community could recover from them. Subsequently, everything cannot be planned ahead of time or repaired at once. Priorities will have to be set; a pre-planned process to do this can accelerate the recovery process. This will also involve the review of pre-existing plans and cross-checking the pre-planning priorities against the post-disaster planning priorities that are set.

- **Transparency.** As part of the community's involvement in recovery, each municipality must implement a transparent, accountable system to manage recovery resources. The more transparent the process, the more cooperative the community will be during the recovery process.

- **Compliance recovery.** A major disaster allows few exemptions from environmental, historic preservation, endangered species, or other rules and regulations. Ramsey County and its communities must actively enforce all federal worker protection laws for workers who are employed to rebuild the impacted community. These federal laws include the Fair Labor Standards Act, Occupational Safety and Health Regulations (OSHA), National Labor Relations Act, and the laws administered by the Equal Employment Opportunity Commission (EEOC).

3.2 Organization

Ramsey County, local governments, and all special districts in the county may be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can begin to return to their pre-disaster lives. Recovery activities include:

- Assessment of the extent and severity of damages to homes, businesses, and other property

- Assessment and restoration of natural, cultural, and heritage resources

- Restoration of essential services generally available in communities (i.e., food, water, or medical assistance)

- Repair of damaged homes and property

- Professional counseling when the emergency results in mental anguish and inability to cope

- Development of plans for short-term economic recovery

Ramsey County can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. Recovery occurs in two phases: short-term and long-term.

Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include:

- Rapid debris removal and cleanup

- Systematic and coordinated restoration of Community Lifelines

- Damage assessment

- Delivery and distribution of necessary commodities

The major objectives of long-term recovery operations include:

- Coordinated delivery of social and health services

- Improved land use planning

- Recovery projects, including those that leverage mitigation against future disasters

- Application of lessons learned to future revisions of emergency plans

3.2.1 OPERATIONAL RECOVERY TASK FORCE

To facilitate the integration of recovery efforts in Ramsey County and promote the effective use of available resources, the County may establish a Recovery Task Force under the leadership of the DRM.

This is especially important after high-impact disasters. The Recovery Task Force should consist of members of the community, the private sector, nongovernmental organizations (NGOs), local governments, special districts, and state and federal agencies with roles in supporting recovery in the county.

On a regularly scheduled basis, meetings will be convened with County department heads, key individuals, and representatives from recovery organizations, local governments, special districts, state, and federal agencies to make policy decisions collectively, and to obtain and disseminate information regarding recovery operations. Ramsey County departments will also be represented and responsible for certain functions throughout the recovery process.

3.2.2 STATE AND FEDERAL INTEGRATION

Both the state and federal governments provide disaster assistance. Emergency proclamation thresholds and resource requests typically determine the amount of assistance required. When the state and federal governments, and community-based organizations offer survivor assistance, they will typically do so through a Local Assistance Center (LAC) at the state level, or a Disaster Recovery Center (DRC) at the federal level.

3.3 Assignment of Responsibilities

3.3.1 RAMSEY COUNTY MANAGER

- Appoints the Disaster Recovery Manager.

3.3.2 MUNICIPAL MAYORS

- Appoint municipal leadership for recovery operations.

3.3.3 RAMSEY COUNTY EMERGENCY MANAGEMENT AND HOMELAND SECURITY

- Work to establish ongoing working partnerships with the private sector, nonprofit sector, and faith-based community organizations.

- Work with the Operational Recovery Task Force to coordinate with local jurisdictions, state, federal, volunteer, and private agencies involved in planning for and/or providing assistance and implementing recovery programs.

- Work with the County Manager and city administrator(s) to review and plan the implementation of a long-term community recovery planning process as specified under operational procedures.

- Collect and aggregate initial damage assessments from municipalities during regional incidents.

- Adequately account for all costs associated with incident recovery (County facilities and impacts).

3.3.4 RAMSEY COUNTY EMERGENCY OPERATIONS CENTER

- Identify and engage subject matter expertise on programs and initiatives that can support recovery.

- Provide information to the community about available recovery programs.

3.3.5 RAMSEY COUNTY DEPARTMENTS

- Assess and identify recovery needs.

- Coordinate with representative(s) in the EOC on recovery priorities.

- Provide information to the community about available recovery programs.

3.3.6 RAMSEY COUNTY COMMUNITIES

- Coordinate with the municipal policy group to develop recovery priorities.

- Conduct initial damage assessments and (during regional incidents) provide reports to RCEMHS.

- Inform RCEMHS of any gaps in recovery resources and/or programs required by community members.

- Adequately account for all costs associated with incident recovery (municipal facilities and impacts).

3.3.7 RAMSEY COUNTY DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT (CED) AND MUNICIPAL DEPARTMENTS OF COMMUNITY DEVELOPMENT

- Coordinate with the elected officials to develop recovery priorities.

- Assist individuals and businesses with rental assistance, grants, and loans through federal assistance programs, including but not limited to, U.S. Department of Housing and Urban Development, FEMA's Individual Assistance Program, and the Small Business Administration

3.3.8 COMMUNITY-BASED ORGANIZATIONS

- Support the unmet needs of the community through partnerships with other NGOs and private sector partners.

- Ensure all programs, services, and communications are accessible to individuals with limited English proficiency and others with DAFN.

3.4 Available Resources and Identified Resource Gaps

3.4.1 COUNTY RESOURCES

The County routinely provides a broad range of services to the community through Ramsey County Social Services), Saint Paul – Ramsey County Public Health (SPRCPH), Public Works, Emergency Communications, RCEMHS, Public Safety, Parks and Recreation, Jobs and Training, Libraries, Veterans Services, Community Corrections, Housing Redevelopment Authority (HRA), and Regional Rail Authority (RRA). Many of these services may be critical assets to establishing long-term recovery in the community. The County would utilize existing programs, services, and personnel and apply them as needed and appropriate.

3.4.2 MUNICIPAL RESOURCES

While the specific resources available to each municipality differ, the jurisdictions routinely provide many basic services. As above, critical services such as CHS, SPRCPH, Jobs and Training, Veterans Services, Corrections, libraries, HRA, and RRA are provided to all municipalities by the County.

The municipalities provide zoning, permitting, development, law enforcement, incentives development, community development strategy, and various other public services (such as Public Works) either on their own or by contract. The rich cross-jurisdiction and jurisdiction-county interrelationships add a unique level of resilience capacity to Ramsey County overall. Each municipality maintains general control of recovery and redevelopment within its jurisdiction.

3.4.3 SUPPORT AGENCY RESOURCES

- Twin Cities North Chamber of Commerce Ramsey League of Local Governments

- Volunteers Active in Disaster (VOAD) Resources: There may be many VOAD organizations that would participate in long-term recovery efforts. Typical partners could include:

- The American Red Cross

- MNVOAD leadership

- Lutheran Disaster Response

- The Salvation Army

- United Way / 2-1-1

- United Methodist Committee on Relief (UMCOR)

- Church World Service

- Faith Community Resources

- Faith Community Resources

3.4.4 STATE RESOURCES

- Minnesota Disaster Recovery Assistance Framework: Available at https://dps.mn.gov/divisions/hsem/library/Documents/minnesota-disaster-recovery-assistance-framework-complete.pdf

- Minnesota Community Disaster Recovery Plan Guidebook: Available at https://dps.mn.gov/divisions/hsem/disaster-recovery/Documents/community-recovery-plan-guidebook.pdf

3.4.5 FEDERAL RESOURCES

The Federal Emergency Management Agency (FEMA) developed the Recovery and Resilience Resource Library in collaboration with federal interagency partners to navigate the numerous programs available to the United States and its territories to help recover from a disaster.

3.5 Key Operational Activities

3.5.1 TRANSITION FROM RESPONSE TO RECOVERY

The transition from response operations to recovery is a gradual process, the pace and timing of which depend upon the circumstances of the disaster. As response activities diminish, disaster recovery activities naturally begin. During this time period, direction and control of Ramsey County's response

operations are transferred from the RCEOC to an appointed DRM. The DRM has the ability to activate the recovery support partners and begin recovery operations by any one of the triggers listed below. Although the transition from response to recovery can be unclear at times, the following steps indicate the appropriate time to transition to recovery efforts:

- Life safety operations have been completed.

- Property conservation needs have been identified and met.

- Preliminary Damage Assessments (PDAs) begin locally, and federal PDAs are requested.

During the transition from response to recovery, the RCEOC's key tasks will include:

- Supporting the identification and appointment of the DRM.

- Supporting the orientation of the DRM (if they were not involved in the response efforts) to provide context and background information.

- Supporting the DRM by identifying existing community general plans and programs that are pertinent to recovery efforts.

- Coordinating with local jurisdictions and the State Emergency Operations Center (SEOC) on their recovery efforts.

3.5.2 SHORT-TERM RECOVERY

Short-term disaster recovery operations may overlap with the response and generally span the first days or weeks after a disaster; however, there is no pre-determined timeline for short-term disaster recovery. Short-term recovery operations continue to address the health and safety needs of disaster survivors that persist through the end of response operations. Additionally, operations in this phase are characterized by but are not limited to activities such as restoring basic infrastructure and essential community services. Other focus areas of the short-term recovery phase include:

- Assessing the scope of the damage and conducting damage assessments and economic impact analyses.

- Submitting Public Assistance / Individual Assistance (PA/IA) and Small Business Administration (SBA) requests if applicable.

- Cleaning up and clearing debris from affected areas.

- Restoring critical infrastructure, including transportation networks.

- Restoring essential community services, such as basic medical services and emergency/temporary medical care.

- Supporting sheltering and feeding of displaced residents.

- Beginning the transition of shelter occupants out of shelters and into more stable housing.

During short-term recovery, the DRM should:

- Develop initial short-term recovery objectives.

- Facilitate inclusive and participatory methods of community recovery, bringing in partner organizations and public input when feasible.

- Support RCEMHS with any damage assessments already underway.

- In coordination with the RCEMHS, conduct impact assessments (utility providers, social, medical and health services, transportation routes and services, debris issues, private sector retail and wholesale providers, and schools).

- Educate the public about the recovery process and progress; provide timely, ongoing updates.

3.5.3 RESTORATION PRIORITIZATION

Prioritization of restoration efforts are incident-specific and will be laid out by the Disaster Recovery Manager.

3.5.4 PRELIMINARY DAMAGE ASSESSMENT

Early in recovery, Ramsey County coordinates the collection of information to be used in the Preliminary Damage Assessment (PDA) and the Safety Assessment, which will, in turn, be used in any request for state and federal disaster assistance.

The PDA is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. Safety and Damage Assessment information informs the PDA and supports a request for a gubernatorial proclamation and for the state to request a presidential disaster declaration. During the recovery phase, this assessment is refined to a more detailed level. This detailed damage assessment will be needed to apply for the various disaster financial assistance programs. A list of mitigation priorities will also need to be developed by Ramsey County.

Damage Assessment occurs in four phases:

- **Windshield surveys and PDAs** are conducted to locate and identify casualties and hazards and to aid the direction of response efforts. These are completed within 12 hours post-disaster for most disasters.

- **Safety assessments** are conducted to evaluate the extent of any life-threatening situation and of the level of damage. These are typically completed within the first 24 hours post-disaster.

- **Detailed damage assessments** are conducted to identify and document damage and initial cost estimates. These assessments are conducted to inspect structures, bridges, tunnels, water lines, fire alarm systems, sewer lines, electrical lines, roadways, fiber optics, and other infrastructure. The assessment is also used to prepare plans for emergency repairs, bracing, and shoring. In addition, detailed damage assessments may be conducted to identify and document damage to the residences and businesses and are used to direct response and recovery actions. Detailed damage assessments are also used to support requests for state and federal assistance. These are typically completed from 24 hours to one week following the disaster but may extend much longer during a large-scale disaster or when access is a challenge.

- **Engineering assessments** are a quantitative engineering evaluation of damages. This assessment is used to prepare plans for permanent repairs and to prepare engineering cost estimates. These are typically completed from one week to two months following the disaster.

PDAs are generally conducted by personnel in each impacted jurisdiction.

3.5.5 DEBRIS MANAGEMENT

The Ramsey County Debris Management Appendix provides operational guidance for debris management operations in the county, including:

- Agencies used for debris removal
- Debris collection and sorting
- Priority transportation route clearance
- Private property debris disposal
- Disposal of debris containing hazardous materials
- Carcass disposal
- Potential health risk assessment
- Possible locations or facilities used for temporary debris storage
- Possible locations or facilities used for final debris disposition
- Contractor management

3.5.6 LONG-TERM RECOVERY

Long-term disaster recovery operations involve ongoing recovery projects moving towards self-sufficiency, sustainability, and resilience. These operations generally span months and potentially years after a disaster; operations in this phase may involve the completion of a redevelopment and revitalization strategy and scope of work for the impacted communities. It is likely that in this phase, the DRM will take control of the recovery effort and Ramsey County will return to normal operations, serving as a partner and liaison in long-term recovery.

Additionally, long-term disaster recovery operations may involve activities such as rebuilding or relocating damaged or destroyed resources and helping ensure future community resilience (e.g., through mitigation projects, community development strategies, etc.). Other focus areas of the long-term recovery phase include but are not limited to:

- Developing permanent housing solutions for displaced residents.
- Reestablishing and creating resilient health care facilities.
- Implementing mitigation projects, strategies, and funding.
- Coordinating with Voluntary Organizations Active in Disaster (VOAD) and other nonprofit organizations to support community needs.
- Implementing economic revitalization strategies and rebuilding resilient businesses.

During long-term recovery, the DRM should:

- Facilitate inclusive and participatory methods of community recovery, bringing in partner organizations and public input when feasible.

- Develop long-term recovery objectives.

- Establish a long-term Operational Recovery Task Force.

- Identify public/private partnerships to strengthen recovery efforts.

- Educate the public about the recovery process and progress; provide timely, ongoing updates.

3.5.7 RECOVERY CAPACITY BUILDING

To support the County's recovery from any disaster, there are several activities that could be completed pre- or post-disaster to increase capacity:

- Develop a group to develop a community recovery plan.

- Establish workgroups to examine anticipated recovery challenges and develop solutions.

- Refer to the Hazard Mitigation Plan for ways to build resiliency and implement mitigation projects, strategies, and funding.

- Build capacities of key partners, such as housing, health care service providers, and nonprofits through emergency planning, training, and exercise initiatives.

3.5.8 COST RECOVERY

3.5.8.1 Cost Recovery and Documentation

Ramsey County and its communities will seek cost recovery for disaster-related expenses whenever possible, including the costs of the response. FEMA requires certain documentation for potential recovery of costs. To facilitate this effort, Ramsey County and cities/towns across the jurisdiction will follow County and jurisdictional practices to track time, expenses, and information on applicable personnel and equipment usage.

Documentation is the key to recovering expenditures related to emergency response operations and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility for disaster assistance programs. Across Ramsey County, documentation must begin at the field response level and continue throughout the disaster and into recovery.

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- Roads and bridges

- Water control facilities

- Public buildings and related equipment

- Public utilities

- Recreational and park facilities

- Certain private non-profit facilities such as schools, utility companies, irrigation systems, emergency, medical, and rehabilitation operations, houses of worship and temporary or permanent custodial-care facilities (potentially eligible)

Debris management and emergency response costs incurred across Ramsey County are to be documented for cost recovery purposes under federal programs. RCEMHS will facilitate the collection of documentation of these damages across the county and submit them to the DRM. The documentation should include the location and extent of damages and estimates of costs for:

- Debris management

- Emergency work

- Repairing or replacing damaged facilities to a less vulnerable and mitigated condition

The costs of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be provided under federal mitigation programs.

To identify and coordinate strategies for maximizing the possible programs by which Ramsey County is likely to recoup some or all expenses related to the emergency incident, a Disaster Costs Recovery Committee (DCRC) will be established.

Additional information regarding cost recovery including the DCRC can be found in the Base Plan.

4. Recovery Assistance Programs

4.1 State Assistance

State Disaster Assistance Program is codified in MN Statute Chapter 12(B) and is administered by Minnesota Homeland Security and Emergency Management (HSEM).

The program is based on the current FEMA impact indicators summarized below and detailed in MN Statute Chapter 12(B).25.

If a jurisdiction suffers a disaster with impacts that fall under the same categories and descriptions as federal Public Assistance, the jurisdiction may be eligible for state assistance if:

- The emergency does not receive a Presidential declaration under the Stafford Act or other federal program; and

- The emergency results in damages that are otherwise eligible as described by the FEMA PA program; and

- The emergency results in eligible damages that reach or exceed 50% of the current FEMA PA threshold indicators for PA; and

- The jurisdiction assumes 25% of the total damage costs.

4.2 Direct Federal Assistance

At the request of the State of Minnesota, FEMA coordinates direct federal assistance to state and local governments through designated ESFs. FEMA coordinates recovery activities with MN HSEM through the Joint Field Office (JFO). Federal agencies help affected communities identify recovery needs and potential sources of recovery funding and provide technical assistance in the form of recovery planning support as appropriate. The Recovery function leverages and increases the effectiveness of federal

recovery assistance through coordination and collaboration among federal agencies and local communities. Working with Ramsey County, MN HSEM identifies communities for which this mechanism is necessary.

4.2.1 FEDERAL RECOVERY PROGRAMS

Under the Stafford Act, FEMA also coordinates federal recovery programs.

4.2.1.1 Individual Assistance (IA)

Assistance for individuals and families through IA, including:

- Mass Care and Emergency Assistance
- Individuals and Households Program Assistance
- Disaster Case Management
- Crisis Counseling Assistance and Training Program
- Disaster Legal Services
- Disaster Unemployment Assistance
- Voluntary Agency Coordination

More information on IA can be found in the FEMA Individual Assistance Program and Policy Guide.

4.2.1.2 Public Assistance (PA)

Assistance to state and local governments and certain private nonprofit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through the PA Program. PA programs are separated between Emergency Work and Permanent Work.

Emergency Work

- Category A: Debris removal
- Category B: Emergency protective measures

Permanent Work

- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Public buildings and contents
- Category F: Public utilities
- Category G: Parks, recreational, and other facilities
- Assistance to state and local governments through the Hazard Mitigation Grant Program (HMGP) for measures to reduce damage from future disasters

More information on PA can be found in the FEMA Public Assistance Program and Policy Guide.

4.2.1.3 Other Federal Programs

Other federal agencies may implement non-Stafford Act recovery programs or programs authorized under disaster-specific legislation. For example:

- The Small Business Administration (SBA) provides low-interest loans for repairs to damaged homes and for damage to businesses.

- The Federal Highway Administration (FHWA) provides funding to state and local governments for the restoration of damaged roads, bridges, and other features that are part of the system of federal aid routes.

4.2.2 DELIVERY OF FEDERAL ASSISTANCE PROGRAMS

FEMA coordinates Stafford Act programs with MN HSEM through the Joint Field Office (JFO). Coordination of other programs, such as the FHWA Emergency Relief Program (ERP), may occur outside the JFO. Federal funding for these programs, such as PA, may pass through the state, or it may be delivered directly to recipients, such as with assistance to individuals through the Individual Housing Program (IHP). MN HSEM also administers the State Disaster Assistance Program if eligibility requirements are met.

5. Related Training

The following courses are suggested for those involved in the Recovery function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Independent Study

- IS-558: Public Works and Disaster Recovery

- IS-1003: The Exploratory Call, the Damage Inventory, and the Recovery Scoping Meeting

- IS-2900.a: National Disaster Recovery Framework Overview

- IS-2905: Coordinating Health and Social Services Recovery

FEMA Residential / Non-Residential / Indirect Courses

- AWR-356 Community Planning for Disaster Recovery

- AWR-408-W Disaster Recovery Awareness

- MGT-415 Disaster Recovery in Rural Communities

- MGT-462 Community Planning for Economic Recovery

- Any additional training mandated by state or federal regulations

6. Supplemental References

The following supplemental references are key information for those involved in the Recovery function. This list is not exhaustive. Contact RCEMHS for more information.

- MN Statute Chapter 12(B) https://www.revisor.mn.gov/statutes/cite/12B
- MN Statute Chapter 12(B).25. https://www.revisor.mn.gov/statutes/cite/12B.25

PLAN NAME	Fatality Management
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation F
LEAD COORDINATING AGENCIES	Ramsey County Medical Examiner's Office
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Emergency Management & Homeland Security; Law Enforcement (Municipal/Sheriff); Ramsey County Social Services; Municipal Fire Departments/HazMat Teams; Metropolitan Airports Commission
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

The Ramsey County Fatality Management Annex (Annex) outlines the process and establishes objectives for a coordinated mass fatality response within Ramsey County. Fatality Management is defined in the National Preparedness Goal as the ability to provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons or their remains, and providing counseling to the bereaved.

The Annex to the Ramsey County Comprehensive Emergency Operations Plan (CEOP) is intended to:

- Augment the CEOP as a supporting plan and to be in alignment with the principles and practices as described therein.

- Outline how Ramsey County will manage the response to a mass fatality incident, including scene investigation, body recovery and examination, transport, storage, tracking/identification of deceased individuals, and disposition of decedents.

1.2 Scope

A mass fatality is defined as an incident involving multiple deaths that overwhelms the routine daily capability of the RCME's Office. These services will include death scene investigation, body recovery, identification of deceased individuals, inventory of personal belongings of deceased persons, examination as to cause and manner of death, and storage of bodies until family members are contacted and disposition of remains are made to funeral homes. An incident may be treated as a mass fatality regardless of the number of deceased but also due to a shortage of staff or other resources, such as facility availability, storage capacity, supplies and equipment, or other factors that stress the day-to-day capabilities of the RCME's Office.

This Annex is not intended to provide specific guidance regarding the standard operations of the RCME's Office, but to provide mass fatality management guidance to support field operations, provide accurate information to the Ramsey County Public Information Officer (PIO)/Joint Information Center (JIC), update overall situational status, and enhance coordination amongst county departments during a mass fatality event.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and the reference section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

1.3 Planning Assumptions

- The RCME's Office has legal authority over all deaths in Ramsey County and other jurisdictions with which the RCME's Office has a jurisdictional contract and would assume control of body recovery and identification during a mass fatality. It is possible that the RCME's Office may be supporting multiple jurisdictions at any given time.

- A mass fatality can be the result of several types of hazards, including natural, technological, and human-caused.

- An incident that involves chemical, biological, radiological, nuclear, and explosive (CBRNE) agents may require decontamination at the scene prior to recovery and investigation.

- A mass fatality incident could overwhelm the existing staff and resources at the RCME's Office as staff need to maintain daily caseloads within the counties they serve.

- The number of decedents could exceed the capacity in the Ramsey County Morgue.

- Factors such as magnitude, type, population type, condition of remains, rate of recovery, contamination, or status and location of incident can impact the length of response.

- In a mass fatality event, decedents may not be immediately identifiable, and the identification process could be lengthy.

- Effective coordination among local, state, and federal responders in a mass fatality event is a key factor in ensuring successful, culturally competent responses to major incidents.

- The ultimate purpose in a mass fatality response is to recover, identify and effect final disposition in a timely, safe, and respectful manner while reasonably accommodating religious, cultural and societal expectations. Under certain circumstances, this will be challenging and require support and leadership from all levels of government.

- Mass fatality events create widespread traumatic stress—for responders, families that are impacted, and, at times, the community-at-large. Traumatic stress can lead to physical illness and disease, precipitate mental and psychological disorders, and can destroy relationships and families. Attending to socio-cultural and behavioral health needs of victims' and responders is critical.

- The purpose of the mass fatality plan is to provide a framework to facilitate an organized and effective response to mass fatality events that treats the deceased and their loved ones with dignity and respect.

- Family Assistance Services (FAS), including standing up a Family Assistance Center (FAC), will be coordinated by Ramsey County Social Services in an incident under the direction of the County's Mass Care Primary Agency: St. Paul Ramsey County Public Health.

- Hospitals within the county have their own fatality management plans and patient tracking procedures in place and will coordinate with the Incident Command Post and the Ramsey County Emergency Operations Center (RCEOC) as necessary for identification and tracking purposes.

- A mass fatality incident could be treated as a crime scene until it has been formally cleared, requiring coordination with public safety agencies; federal agencies will lead the response in an aviation, railway, or terrorism incident.

- The pre-disaster activities will include regular exercises that evaluate the County's ability to integrate cultural competence in mass fatality response operations, particularly in FAS processes.

- Training and exercises pertaining to mass fatality events, as well as plan updates ensure cultural competence (including cultural, social, and behavioral factors) to respond equitably, specifically, and sensitively to the County's diverse populations and various cultural groups.

2. Preparedness Targets

To achieve and sustain the ability to coordinate and support a mass fatality incident in Ramsey County, municipal emergency management agencies, Ramsey County Emergency Management and Homeland Security (RCEMHS) and the RCME's Office strive to meet and maintain the following preparedness targets:

- Establish and maintain a unified and coordinated operational structure and process for conducting a mass fatality incident within Ramsey County, while maintaining day-to-day operations for the RCME's Office, with the inclusion of the RCME within the unified command structure when established.

- Ensure resources are adequate and staff are identified and trained to transition from day-to-day activities for the RCME's Office to a mass fatality incident.

- Efficiently and effectively provide inclusive, equitable, and culturally competent family assistance, resources, and communications about those services and resources to meet the needs of individuals with disabilities, access and functional needs (DAFN) and other culturally diverse populations.

The broad Fatality Management Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County Office as displayed in Figure 1.

Planning	RCEMHS, with input from the RCME's Office, will maintain the Fatality Management Annex to the CEOP, and update as necessary.
Organization	RCME's Office will establish and maintain Memoranda of Understanding (MOU) needed for additional staffing support to manage a mass fatality incident within Ramsey County.
Equipment	RCME's Office will sustain and rotate bulk purchases of existing inventories of personal protective equipment (PPE) and body bags.

Equipment	RCME will maintain just-in-time contracts for additional supplies needed to manage a mass fatality incident.
Equipment	RCME's Office will maintain MOU for the Minnesota Disaster Portable Morgue Unit (DPMU).
Training	RCME's Office staff should be trained on the setup and capabilities of the DPMU.
Exercise	The Fatality Management Annex should be exercised at least bi-annually.

Figure 1: Fatality Management Preparedness Targets

3. Concept of Operations

3.1 General

The RCME's Office will be primarily responsible for the notification of other county agencies (including RCEMHS) of a mass casualty incident in Ramsey County and the coordination of a mass fatality response and communications relating to deceased individuals. In an incident involving only a few individuals, the RCME's Office may have the capacity to manage the incident, without additional resources. If an incident involves a sufficient number of fatalities to overwhelm the office, the RCME's Office will likely need the support of other County staff, including public safety partners as well as mutual aid from other counties, and/or state and federal disaster response teams.

3.1.1 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to the Ramsey County CEOP.

3.1.2 FUNCTIONAL OBJECTIVES

- Management of the mass fatality incident scene with the local Incident Command

- Recovery and identification of human remains, property, and evidence

- Equitable and culturally inclusive communication with family members and the public about the mass fatality event

- Accessibility and transportation to the FACs, and communication about FAC services

3.1.3 COMMITMENT TO EQUITY, INCLUSION, AND CULTURAL COMPETENCY

Ramsey County mass fatality response will create an environment that respects and supports all community members. This annex is designed to ensure equitable services for all diverse populations that are impacted by a mass fatality event. In that context, the cultural and spiritual beliefs, practices, and lived experiences of diverse populations deeply influence how people interpret and respond to mass fatality events. Understanding the cultures of the diverse communities that have been directly or indirectly impacted will be critical to conducting a mass fatality response that effectively meets the crisis intervention needs of all the County's populations and taking a whole community collaborative approach. Traditional practices related to the handling of the dead that may be considered might include traditional cleansing, proper ethical and ritual respect, elder involvement, and burial rites. For example, Minnesota's large population of Hmong immigrants have distinctive traditions involving Hmong Shamanism.

The response must ensure inclusiveness, equity, and competent treatment for those diverse populations who have been impacted by the death of a loved one, or, who themselves are injured survivors. Needs that will be considered and addressed may include, but are not limited to, cultural considerations informed by race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English proficiency; limited digital access; and geographic location.

Additionally, meeting the needs of those with DAFN is a top priority. Accessibility of mass fatality services, in particular FACs and FAS, complies with federal laws governing Americans with Disabilities Act (ADA) directives. Those providing mass fatality services will consider the specific functional and access needs of all individuals, making every reasonable effort to provide equitable access to services, and communications about those services.

Ensuring the provision of culturally appropriate disaster and mental health services, educational materials, and other support resources will aid in minimizing trauma and suffering at an individual and community level. The County commits to engaging and integrating people from the spectrum of representative demographics of local jurisdictions in mass fatality planning efforts and incorporating their input to provide quality assurance that the unique individual needs of all community members are addressed during response.

Response activities that must be considered include the following:

- Access to crime scene for bereavement
- Recovery and identification of human remains, property, and evidence
- Transportation and disposition of remains
- Interviews for processing and identification
- Communications relating to deceased individuals
- Patient tracking procedures
- Family assistance
- Ceremonial requirements of spiritual traditions
- Sustained communication with family members and public

In the effort to meet this equity commitment, the County will do due diligence for ensuring cultural competence in delivering mass fatality services through the following efforts:

- Utilizing appropriate methods for interacting, sensitively, effectively and professionally with persons from diverse cultural, socioeconomic, educational, racial, ethnic and professional backgrounds, age groups and lifestyle preferences.
- Developing effective crisis intervention approaches that are based on the diverse beliefs, practices, and cultural and spiritual traditions, related to death, suffering, healing, mental health, and communication.

- Preparing for the activation and engagement with trusted DAFN and cultural diversity support contracts, resources, community champions when an incident occurs that impact individuals from that population.

- Meeting with PIO and/or lead JIC representatives, social service providers, and key community stakeholders prior to an event to address cultural issues and concerns related to communications methods and outreach messaging to ensure respect, cultural competence, and quality assurance.

- Integrating cultural competency and DAFN elements in the mass fatality response training and exercises.

3.1.4 CRITICAL TASKS

During a response, critical tasks for RCME's Office or designee may include the following:

- Overall management of the deceased in coordination with local Incident Command

- Collection and documentation of human remains, property, and evidence

- Ensure safe handling and decontamination of remains for incidents involving chemical, biological, radiological, or nuclear contamination, conducted by the local Fire Department in conjunction with Incident Command and state hazardous materials (HazMat) resources.

- Transportation of human remains, property, and evidence to Ramsey County Morgue or temporary morgue

- Establishing a temporary morgue if necessary

- Identification of decedents and notification of next of kin

- Disposition of human remains, property, and evidence

- Coordinating with support partners, requesting additional support as needed

- Providing RCEOC or JIC with accurate messaging for public information and communications outreach approaches, distribution venues, and processes for creating and distributing culturally appropriate message translations

- staffing a FAC, if necessary, that provide safety, equitable access and care, and culturally appropriate services

- Work with cooperating partners, community- and faith-based organizations, and the private sector to provide support to descendent families and communities

3.2 Organization

The mission of the RCME's Office during a mass fatality incident will be similar to the normal daily mission but greatly expanded to accommodate the scope and complexity of the situation. Staff will be organized to maintain normal daily caseloads and will be augmented to handle the mass fatality caseload by public safety agencies, mutual aid partners, and volunteer personnel. The RCME's Office will coordinate with RCEMHS to ensure cooperation with other regional agencies, such as fire, law

enforcement, public health, and state and federal agencies and organizations, such as the American Red Cross.

3.3 Assignment of Responsibilities

3.3.1 RAMSEY COUNTY MEDICAL EXAMINER OFFICE (RCME'S OFFICE)

Type: Government Agency (County)	Role: Coordinate and Lead
Preparedness Activities	
Maintain the Fatality Management Annex in conjunction with the RCEMHS.	
Familiarize RCME's Office staff with CEOP and Fatality Management annex and participate in training and exercises.	
Establish and maintain any necessary MOU with support agencies performing critical functions of this Annex.	
Response Activities	
Activate mass fatality annex and lead mass fatality incident response.	
Manage personnel, equipment, and resources related to human remains recovery, identification, storage, and disposition.	
Conduct notification to next of kin and support a FAC if necessary.	
Coordinate public information to be released with Ramsey County PIO and/or JIC.	
Determine the need for a temporary morgue and request DPMU equipment to be deployed.	
Arrange for the disposal of biohazard trash generated during morgue operations.	

3.3.2 RAMSEY COUNTY EMERGENCY MANAGEMENT & HOMELAND SECURITY (RCEMHS)

Type: Government Agency (County)	Role: Support
Preparedness Activities	
Maintain the Fatality Management Annex, in conjunction with the RCME.	
Provide guidance, as appropriate, regarding any necessary Memoranda of Understanding (MOU) with support agencies performing critical functions of this Annex.	
Provide training and exercises regularly to maintain familiarity with the CEOP and this Annex.	
Response Activities	
Provide RCEOC activation and overall incident oversight and situational awareness.	
Assist the coordination between RCME and other local, state, and federal agencies.	
Coordinate with the Ramsey County and/or municipal PIO and/or JIC to support public messaging efforts related to a mass fatality incident.	
Facilitate resource requests, including mutual aid, supplies, transportation, and additional equipment as necessary to assist in the fatality management process.	
Establish and manage a temporary or mobile incident command center at the temporary morgue site.	

3.3.3 LAW ENFORCEMENT (MUNICIPAL AND RAMSEY COUNTY SHERIFF'S OFFICE [RCSO])

Type: Government Organization (Municipal/County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS and RCME on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	

Response Activities
Investigate potential criminal activity related to the mass fatality incident within the jurisdiction.
Coordinate with other law enforcement agencies, including local, state, and federal partners.
Provide scene security, including access control, security for the on-site incident command center, storage of personal effects, proper security of evidence and human remains on site, and DPMU.
Maintain communications during the incident within the appropriate jurisdiction.
Augment RCME staff as appropriate and needed.

3.3.4 RAMSEY COUNTY SOCIAL SERVICES (RCSS)

Type: Government Organization (County)	Role: Support
Preparedness Activities	
Maintain the Ramsey County FAS Plan and coordinate any changes with the maintenance of this Annex.	
Provide input to RCEMHS and RCME on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Activate the FAS Plan.	
Coordinate the FAC with the RCEOC and provide resources to family and loved ones.	

3.3.5 MUNICIPAL FIRE DEPARTMENTS/HAZMAT TEAMS

Type: Government Organization (Municipal/County/State)	Role: Support
Preparedness Activities	
Provide input to RCEMHS and RCME on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Maintain and train to decontamination plans and procedures regularly.	
Response Activities	
Manage search, recovery, and decontamination of remains at the incident site in conjunction with law enforcement and RCME.	

3.3.6 METROPOLITAN AIRPORTS COMMISSION

Type: Quasi-Governmental Organization	Role: Support
Preparedness Activities	
With RCME and RCSO, review and update the MOU for the DPMU.	
Maintain and support the DPMU in accordance with the MOU.	
Train and exercise regularly to achieve familiarity with the deployment of the DPMU.	
Response Activities	
Upon request, deploy DPMU to the location of the temporary morgue.	

3.4 Available Resources and Identified Resource Gaps

3.4.1 SUPPLIES

The RCME's Office keeps existing inventories of body bags and gloves, purchased in bulk, that can accommodate many fatalities. If these existing inventories need to be supplemented, the RCME's Office will coordinate with the RCEMHS for emergency funds to acquire additional supplies and equipment.

Other supplies that may be necessary during a mass fatality include:

- Personal Protective Equipment (PPE), including protective clothing, disaster-strength gloves, and respirators.
- Communications equipment, including radios and cell phones.
- Digital camera and Global Positioning System (GPS) device for recording locations of remains.
- Office equipment, including laptops and clipboards with recovery forms.
- Scene equipment, including stakes, waterproof markers, weather-proof identification tags, and portable stretchers.

3.4.2 EQUIPMENT

3.4.2.1 Disaster Portable Morgue Unit

The MN DPMU is a cache of specialized equipment to assist in the process of identifying victims of a mass fatality incident. The DPMU does not include physical space or staffing, nor does it provide storage for remains. This modular, scalable setup has the capability of processing up to 100 decedents, with radiology and photography as well as specialized forensic tools. An MOU that outlines the support provided to assist in a mass fatality incident in Ramsey County is currently in place between the RCME's Office, the Metropolitan Airports Commission (MAC), and the RCSO. ███████████████████████ ███ ████████ requests are coordinated through the MN State Duty Officer upon request by the RCME.

3.4.2.2 Special Incident Response Mass Fatality Management Trailer

In 2017, in coordination with Washington County Emergency Management (WCEM), the RCME purchased a refrigerated trailer ███████████████████████████████. RCEMHS and WCEM have agreed to coordinate delivery of the trailer. Additional drivers and vehicles can be coordinated through RCEMHS' existing contracts. The Special Incident Response Mass Fatality is equipped with trays and racking for body storage and transportation.

3.4.3 STAFFING

RCME staff will be the first line of response for a mass fatality incident in Ramsey County. The RCME's Office operates under the authority of Minnesota State Statutes, Chapter 390, and is staffed by 10 full-time investigators as well as a chief investigator. In addition to Ramsey County, the RCME's Office also serves as the Medical Examiner for 17 additional counties.

In the case of a mass fatality, the basic Medical Examiner team, augmented with local law enforcement for evidence collection as necessary, will consist of an Assistant Medical Examiner, a Medical Examiner

Investigator, and two litter bearers.

Depending on the size or complexity of the scene, the basic Medical Examiner team will need to be expanded and, most likely, augmented with staff outside of the RCME. Requests for additional staffing will be coordinated through the RCEOC and the MN State Duty Officer. Additional staffing may come from the RCSO, RCEMHS, Saint Paul Ramsey County Public Health (SPRCPH), other county Medical Examiner offices, Minnesota Department of Public Health, Minnesota National Guard, Minnesota Bureau of Criminal Apprehension (MN BCA), American Red Cross, state Disaster Mortuary Emergency Team (DMERT), and federal Disaster Mortuary Operational Response Teams (DMORT).

3.4.4 FACILITIES

The Ramsey County Morgue has the space for 75 total decedents, with an average daily census of 55. If an incident results in a greater number of fatalities that would exceed available space in the Ramsey County Morgue, the Special Incident Response Mass Fatality Trailer would be utilized. ███████████████████████████████. Additional space can be acquired by renting/leasing a standard 48' or 53' refrigerated trailer. Ramsey County Public Works has schematics for installing shelving for use as remains storage racks.

██ Set up of secondary sites within Ramsey County would be assisted by Ramsey County Public Works, the municipal Public Works department, and the MN State Duty Officer. Activation of the DPMU can be coordinated to provide the necessary equipment to outfit a temporary morgue facility. The necessity of a temporary morgue may be the result of a chemical or biological attack, in which case transporting bodies might cause further contamination. A decontamination procedure and site may have to be attached to a temporary morgue at or near the scene of the disaster.

3.5 Key Operational Activities

3.5.1 MOBILIZATION

Upon notification of a possible mass fatality incident to the on-duty Medical Examiner Investigator, the RCME Office will determine if the Fatality Management Annex will be activated by collecting the following information:

- Type of incident and the location

- Estimated or suspected number of fatalities

- Presence or suspicion of radiological, chemical, biological, or environmental hazards

- Where and when the medical examiner will need to respond to the scene

The RCME Office will make necessary notifications to internal staff (Chief Medical Examiner, Assistant Medical Examiners, and the Chief Investigator) and support partners including:

- RCEMHS Duty Officer

- Municipal Fire Department

- Municipal Police or RCSO

- Other agencies in consultation with RCEMHS

3.5.2 ACTIVATION AND OPERATION

The final determination to activate the Fatality Management Annex resides with the Chief Medical Examiner. The Annex may be activated for a number of reasons, including but not limited to:

- ███████████████████████████████████████.

- An incident that will exceed the RCME's Office routine resources for recovery and examination.

- An incident that requires a multi-agency response to support mass fatality operations.

During an incident requiring activation of the Fatality Management Annex, a team from the RCME's Office will conduct an initial scene evaluation to evaluate tactical issues, such as an entry and exit path into the scene area, the number of fatalities, coordination with local and/or federal law enforcement for evidence and body collection, condition of bodies in relation to contamination, and preliminary planning for body recovery, documentation, and transportation from the scene.

3.5.3 RECOVERY OF HUMAN REMAINS, PROPERTY, AND EVIDENCE

Human remains recovery may differ based on the scope and nature of the incident. A natural disaster may result in a broad area of fatalities, while remains may all be in a centralized location in a localized incident. In addition, an intentional act or act of terrorism may present factors that delay recovery efforts. Local, state, and/or federal law enforcement investigations will supersede human remains recovery. For aviation or railway disasters, the National Transportations Safety Board (NTSB) will be responsible for all aspects of the incident, including fatality management and family assistance. The Federal Bureau of Investigations (FBI) will lead the response to an act of suspected terrorism. Mass fatality incidents will likely be treated as a crime scene until the investigation proves otherwise except in cases of natural disasters. Recovery should be conducted with care and respect for the deceased and their families in all instances.

The incident site activities may include human remains and personal effects recovery, initial evidence recovery from the remains, and temporary morgue, as needed. Incident site operations will be performed according to professional protocols to ensure accurate identification of human remains and, under certain circumstances (e.g., commercial airline accident and criminal or terrorist act), to preserve the scene and collect evidence. In this context, the priority at any incident site will be to save and protect lives. The RCME's roles and responsibilities at the scene of a mass fatality will include the same functions it fulfills on a daily basis under normal circumstances but will most likely require additional resources. The basic Medical Examiner team (to be augmented by law enforcement for evidence collection as necessary) will consist of an Assistant Medical Examiner, a Medical Examiner Investigator, and two litter bearers.

RCME's Office responsibilities at the scene will include:

- Scene evaluation and investigation.

- Collection and documentation of human remains, property, and evidence.

- Transportation of human remains, property, and evidence to the incident morgue.

3.5.3.1 Scene Evaluation and Investigation

The on-duty Medical Examiner Investigator will, upon notification of a mass fatality incident, inform the Chief Medical Examiner and Chief Investigator about the situation. The Chief Investigator will contact the ranking law enforcement personnel at the scene to receive preliminary situational awareness, including environmental hazards and estimated number of fatalities, and determine timeframe to begin on-scene evaluation and investigation.

The Medical Examiner, supported by the Assistant Medical Examiners and the Chief Investigator, will determine the possible need for locating and setting up a temporary morgue facility. The necessity of a temporary morgue facility may be the result of a chemical, biological, radiological, or nuclear event, in which case transporting bodies may cause further contamination. If an incident results in a number of fatalities that threatens to overwhelm the capacity of the RCME to appropriately hold the remains, the activation of a temporary morgue facility will likely be required.

3.5.3.2 Decontamination

In the event of a CBRNE incident, remains may need to be decontaminated before they are transported. When remains are contaminated, HazMat teams and/or other resources will be required to assist in the search and recovery at the incident scene and conduct decontamination prior to transport. The municipal fire department in the affected community would be the first HazMat responders if resources are available. If resource needs or capabilities exceed local capacity, assistance from mutual aid from surrounding jurisdictions, the North Suburban HazMat Response Team, and/or the State HazMat Team would be coordinated through RCEMHS.

3.5.3.3 Mass Fatality Body Recovery and Identification

Once the scene is cleared for recovery, the RCME's Office will follow standard procedures for locating, documenting, packaging, and recovering all remains and associated property from the incident scene.

The RCME will follow existing policy and law in documenting the scene, including appropriately detailed photography of remains, tagging and otherwise tracking of remains, location mapping, collection, and retention of personal belongings. All remains will be tagged and recovered using appropriate containers/body bags. Required records and tracking documents utilized in accordance with RCME policy and procedures.

Responders will be aware of the impact of these activities on the cultural concerns of diverse populations who have lost loves ones or members of their community, including populations that have strong beliefs against the use of photography.

3.5.3.4 Transportation

Currently, the RCME's Office has a contract with a local livery service to provide several hearses for body transportation from an incident scene to the Medical Examiner's office,

In an incident that results in fatalities greater than the capacity of the Ramsey County Morgue and the Special Incident Response Mass Fatality Trailer, refrigerated vehicles can be utilized to transport bodies from the scene to the RCME's Office or another secured location (primary consideration would be the RCSO Impound Lot where they can be stored pending processing and autopsy). The trailers can be used to store the bodies as they are processed, autopsied, and released to funeral homes. The Ramsey County Department of Public Works has the capability to modify the trailers with shelving to hold bodies, for morgue overflow.

Depending on the number of deceased victims, one or more refrigerated vehicle should be present (acquired through RCEMHS) at the scene to either store or transport the bodies to the Ramsey County Medical Examiner Office in Saint Paul. The Medical Examiner building in Saint Paul has the hookups necessary to plug in two refrigerated semi-trailers.

3.5.4 PROCESSING AND IDENTIFICATION

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Interviews with family or next of kin may need to be conducted in order to collect additional antemortem information to assist with reunification or victim identification. The RCME's Office will coordinate with the Missing Persons Call Center and/or the FAC to facilitate the identification and reunification process. Remains and personal effects will be released to families following the identification process as the incident warrants. Incident specific protocols may also be initiated depending on incident type. All information concerning the identity of the victims should be communicated to the families before releasing any information to the public or the media.

Human remains processing and identification activities need to be culturally sensitive. When establishing processes and communications about the processes, considerations for diverse population protocols, preferences and legal differences should be included.

The Health Insurance Portability and Accountability Act (HIPAA) of 1996, Public Law 104-191 covers the requirement to maintain confidentiality of all missing person/victim records in mass fatality response. Medical and dental providers of suspected victims are relieved of confidentiality restraints by the Health Insurance and Portability and Accountability Act (HIPAA) Exemption for Medical Examiners (CFR 164.512).

Situations such as those related to legal status (e.g., LGBTQI partners, undocumented immigrants) may present challenges and issues for diverse populations to make informational inquiries, accessing of records, viewing of victim bodies, and other related activities including the collection, inventory, and return of personal effects to the decedent's family.

3.5.5 COMMUNICATIONS

Incident communications will be coordinated through the Ramsey County Emergency Communications Center, or the Joint Information Center, if established. If the incident occurs in a county in which the RCME is the contracted Medical Examiner, incident communications will be coordinated through the affected county's emergency communications center. Commercial landlines and cellular phones will be utilized in addition to the radio system.

3.5.6 PUBLIC INFORMATION

Public information is a critical component of any mass fatality incident. Public interest will be high, attracting national and sometimes international media. A strong public information presence and timely and accurate information will be critical to inform the public, mitigate rumors, and manage the influx of mass media. Public information should be focused on providing safety and security information as needed, calming fears and rumors, and providing the appropriate amount of information and updates to meet the needs of the public and media outlets.

Release of information to the media and the public will be coordinated through the RCEMHS, with direct input from the Chief Medical Examiner and the Chief Investigator. Prior to the activation of a JIC, RCEMHS and the Ramsey County PIO will facilitate the communication process between the RCME's Office and the Ramsey County Communication Office. The RCME's Office is the only agency authorized to release the names of the decedents as well as number of fatalities. Notification of families/loved ones will be the priority before any names are released to the public.

3.5.7 FAMILY ASSISTANCE

Ramsey County Social Services is the primary agency for the coordination of FAS in an incident under the direction of the County's Mass Care Primary Agency: SPRCPH. When there is a mass casualty/fatality incident that requires FAS, the Ramsey County FAS Plan will be activated. The FAS Plan provides guidance for initial services to survivors and longer-term services for both survivors and family/friends. The FAS also establishes the processes for mass fatality services, including antemortem identification, death notification, return of personal effects, and disposition of remains. RCME staff is responsible for the mass fatality services at the FAC if one is established.

These services will be culturally informed to equitably provide responses and protocols that are inclusive and effective. It is critical to provide these assistance services that address the needs and preferences of all members of the impacted population—the "whole community." This can be achieved by the following actions:

- Reflecting the demographics of the impacted populations in the service workers.

- Providing training of the workers to both understand and have the capabilities to operationally respond, competently and inclusively, to the cultural, spiritual and lifestyle choices of the diverse populations impacted.

- Establishing internal feedback loops is critical to monitor and assess the changing needs of the populations, and the workers.

- Engaging key stakeholders of impacted populations to support the assistance in accurately understanding rituals and concerns. Stakeholders may include community and faith-based organizations representing cultural populations, homeless outreach organizations, LGBTQI support services, organizations that serve immigrant populations.

If a FAC is not established, the Chief Investigator will oversee the RCME's contact with the victim's next-of-kin for issues of identification and notification to family members of deceased persons. The RCME's Office will establish contact with representatives of the American Red Cross, who will organize staff, including counselors, to assist family members with all issues related to the disaster and the Medical

Examiner death investigations. To augment RCME staff to assist with mass fatality services in the FAS Plan, Saint Paul Police and RCSO Chaplain Corps can be utilized as well as the Twin City Metro Area Critical Incident Stress Management Team. Additional resources can be coordinated through the RCEOC and the RCEMHS.

3.5.8 SAFETY AND SECURITY

A mass fatality scene will often be considered a crime scene and needs to be treated as such until cleared by public safety officials. RCME will coordinate with local, state, and federal law enforcement agencies regarding access to the scene, evidence collection, and scene preservation. The law enforcement agency with jurisdiction over the incident, or their mutual aid partners as designated, will maintain scene security through the duration of the body recovery process.

Considerations will address cultural needs and implications of these standard activities. For example, if a "hard perimeter," such as a chain link fence, is established, and access to the site is restricted, persons from some cultures may seek access to the site as soon as possible to fulfill spiritual and cultural death traditions.

3.5.9 DEMOBILIZATION

When it has been determined by the RCME's Office, in coordination with RCEMHS, that fatality management activities can return to steady state, the RCEMHS will support the transition. Some indications for demobilization include the RCME's ability to handle outstanding cases related to the mass fatality incident in addition to daily activities, the reduction in clients arriving at the FAC, and daily briefings no longer needed.

Support for demobilization includes the following key tasks:

- **Releasing the scene.** RCEMHS and RCME will work with appropriate law enforcement to ensure that the incident scene is confirmed safe for the public.

- **Closure of temporary morgue.** RCEMHS will coordinate the closure of the temporary morgue, including cleaning, disinfecting, and dismantling as necessary. If the DPMU was utilized, it will be returned in accordance with the MOU.

- **Closure of Family Assistance Center.** RCEMHS and RCME will coordinate with the FAC Manager to identify any needed long-term case management and establish a transition plan for any outstanding issues or services

- **Debrief/counseling for staff.** RCEMHS and RCME will provide opportunities for debriefing and counseling for staff as appropriate.

4. Related Training

The following courses are suggested for those involved in the Fatality Management function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Independent Study

- IS-100 Introduction to the Incident Command System

- IS-200 Basic Incident Command for Initial Response

- IS-700 An Introduction to the National Incident Management System

- IS-240 Leadership and Influence

Additional Training

- AWR-232 Mass Fatalities Planning and Response for Rural Communities – conducted by Rural Domestic Preparedness Consortium

- G0386 Mass Fatalities Incident Response Course – conducted by Emergency Management Institute

- AWR934-V13 Fatality Management for Mass Casualty Events – conducted by the Center for Domestic Preparedness

- Any additional training mandated by state or federal regulations

Training should incorporate DAFN planning considerations and representation to support the integration of persons with DAFN communities in emergency response.

5. Supplemental Documents/References

The following supplemental documents/references are key information for those involved in the Fatality Management function. This list is not exhaustive. Contact RCEMHS for more information.

5.1 Federal Government

- National Response Framework - http://www.fema.gov/emergency/nrf/

- CDC Capability 5 - https://www.cdc.gov/cpr/readiness/00_docs/capability5.pdf

- Disaster Mortuary Operational Response Team (DMORT)- https://www.phe.gov/Preparedness/responders/ndms/ndms-teams/Pages/dmort.aspx

- ASPR TRACIE - https://asprtracie.hhs.gov/technical-resources/65/fatality-management/0

5.2 State Government

- State of Minnesota. Minnesota Statute, Chapter 390, Coroner; Medical Examiner. Available at https://www.revisor.mn.gov/statutes/cite/390

- State of Minnesota. Minnesota Statute, Chapter 13, Section 13.83, Medical Examiner Data. Available at https://www.revisor.mn.gov/statutes/cite/13.83

5.3 Local Government

- Saint Paul – Ramsey County All Hazards Response and Recovery Plan

- Ramsey County FAS Plan

- MN Disaster Portable Morgue Unit MOU

PLAN NAME	Hazardous Materials Response
PLAN TYPE	Hazard Annex
CEOP SECTION	Section 2: Plan Designation G
LEAD COORDINATING AGENCIES	Municipal Fire Departments
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Emergency Management and Homeland Security
	St. Paul Ramsey County Public Health
	Municipal Emergency Management
	Municipal Public Information Officers
	Ramsey County Sheriff's Office
	Hazardous Materials Teams
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

The Comprehensive Emergency Operations Plan (CEOP) Hazardous Materials Response Annex (Annex) provides support activities in the prevention, preparedness, response, and recovery actions resulting from actual or potential discharged and/or uncontrolled release of hazardous materials. The US Environmental Protection Agency (EPA) defines hazardous materials as any substance or chemical which is a health hazard or a physical hazard and which can cause harm to people, plants, or animals when released by spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment.

The Annex is intended to:

- Establish the policies and procedures for response and operations in the event of a hazardous materials incident or spill.

- Establish a mechanism for coordinating a response to such an event.

- Identify roles and responsibilities of Ramsey County departments, agencies, and partners in responding to and recovering from a hazardous materials incident or spill that impacts the county.

- Provide decision-makers with options that can be used to prepare for and respond to hazardous materials events.

1.2 Scope

The scope of this Annex includes the appropriate actions to prepare for, respond to, and recover from a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Appropriate general actions can include, but are not limited to, actions to prevent, minimize, or mitigate a release, efforts to detect and assess the extent of contamination (including sampling and analysis and environmental monitoring), actions to stabilize the release and prevent the spread of contamination, analysis of options for environmental cleanup and waste disposition, implementation of environmental cleanup, and storage, treatment, and disposal of oil and hazardous materials.

In addition, this Annex may be activated as appropriate to respond to actual or threatened releases of materials not typically responded to by local fire departments or state or jurisdiction hazardous materials teams, but that pose a threat to public health or welfare or to the environment. Appropriate hazardous materials response activities to such incidents include, but are not limited to, household hazardous waste collection, monitoring of debris disposal, water quality monitoring and protection, air quality sampling and monitoring, and protection of natural resources.

This Annex outlines actions in support of hazardous materials incidents, including mobilizing and providing personnel, equipment, supplies, and other resources as required. This Annex addresses actions surrounding initial response and mitigation activities and provides for a coordinated response to actual or potential hazardous materials incidents.

For purposes of this Annex, "hazardous materials" is a general term intended to mean hazardous substances, pollutants, and contaminants as defined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), 40CFR Part 300.

In part, this includes:

- Extremely Hazardous Substances as described by the EPA or Minnesota Pollution Control Agency (MPCA).

- Agents classified as Chemical, Radiological, Nuclear, and Explosives (CBRNE) or Agents defined as Weapons of Mass Destruction (WMD).

- Chemicals improperly or illegally mixed to produce an explosion, poisonous compound, fire, or noxious gas and requires a public safety response.

- Hazardous Waste, which is a danger to the environment when improperly disposed of, stored, or released and requires that immediate protective measures have to be taken to protect life and property when discovered. (This includes the waste produced by illegal drug manufacturing.)

- Radiological material improperly or illegally stored, transported, or released or radiological material dispersed by accident or intentionally.

- Biological material or waste that is illegally stored, transported, or released, or dispersed by accident or intentionally.

- Devices that contain flammable liquids and are used to commit arson.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and the reference section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- In a catastrophic incident, damage control and disaster relief will be required from the state, federal, and other local governments as well as private organizations.

- There are several hazardous material response resources within an hour of Ramsey County, and this Annex assumes that at least one of these services will be able to respond.

- The Ramsey County Emergency Operations Center (RCEOC) may or may not be activated in support of an event or emergency. RCEOC activation will be determined based on the scope and scale of the event.

- Initial response activities by first response agencies including Emergency Medical Services (EMS) and medical professionals will be orientated around protecting people from injury.

- During a HazMat incident the decision to evacuate, shelter in place, or both for each incident rests with the incident command. After working to assure the safety of persons, the next priority is incident stabilization, followed by protection of property, animals and the environment.

- HazMat incidents may impact transportation routes within the county, which could also impact evacuation routes or response times.

- HazMat incidents are unique not only due to their complex nature but also due to possible overlapping jurisdictional concerns and statutory mandates involved.

- HazMat incidents can be accidental; caused by natural emergencies such as flooding, wildfires, or other extreme severe weather, or they may be intentionally caused as an act of terrorism or civil unrest.

- HazMat incidents generally occur quickly and tend to be over in a short time; however, depending on the extent, recovery from impacts on the affected area can take days to weeks.

- Types of materials that can cause a HazMat incident are wide-ranging.

- Most commonly HazMat incidents occur at fixed sites (where HazMat materials are handled or stored), but incidents may also occur during transportation (by road, rail, pipeline, or waterway).

- Response activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals in the county are effectively served with fair and equitable treatment.

2. Preparedness Targets

To achieve an effective hazardous materials response, the following Preparedness Targets are suggested for each municipality's emergency management agency and for Ramsey County Emergency Management and Homeland Security (RCEMHS).

This Hazardous Materials Preparedness Targets can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	Local fire departments and HazMat teams have developed hazardous materials response plans, policies, and procedures with applicable stakeholders on behalf of the jurisdiction.

Organization	Local fire departments and HazMat teams maintain personnel, contacts, and agreements to support a response to a hazardous materials incident.
Equipment	Local fire departments and HazMat materials teams will maintain and test appropriate equipment (and/or agreements and partnerships) necessary during hazardous materials response operations.
Training	Local fire departments and HazMat materials teams will coordinate the delivery of pre-disaster hazardous materials operations training and conduct broad outreach to engage relevant stakeholders in the community.
Exercise	Local fire departments and HazMat materials teams will develop exercises/drills of sufficient intensity to challenge management and operations and to test the knowledge, skills, and abilities of individuals and organizations for a hazardous materials response and will document findings in an after-action report/ improvement plan (AAR/IP).

Figure 1: Hazardous Materials Preparedness Targets

3. Concept of Operations

3.1 General

Response and EOC activation for a HazMat event will be dictated and driven by the scope and location(s) of the event. The majority of HazMat spills within Ramsey County are small and do not pose a major threat to large populations or infrastructure. However, the potential exists for large spills or spills of materials that are extremely hazardous to public health and safety. An effective response to a hazardous materials incident is supported by maintaining an accurate comprehensive operating picture and using an appropriate level of public safety resources and operations tools for the protection and restoration of lifelines.

3.1.1 MATERIALS CLASSIFICATION

Hazardous materials are organized into nine classes:

- Class 1: Explosives
- Class 2: Gases
- Class 3: Flammable Liquids
- Class 4: Flammable Solids
- Class 5: Oxidizer
- Class 6: Poisonous Materials
- Class 7: Radioactive Materials
- Class 8: Corrosive Materials
- Class 9: Miscellaneous Hazardous Materials
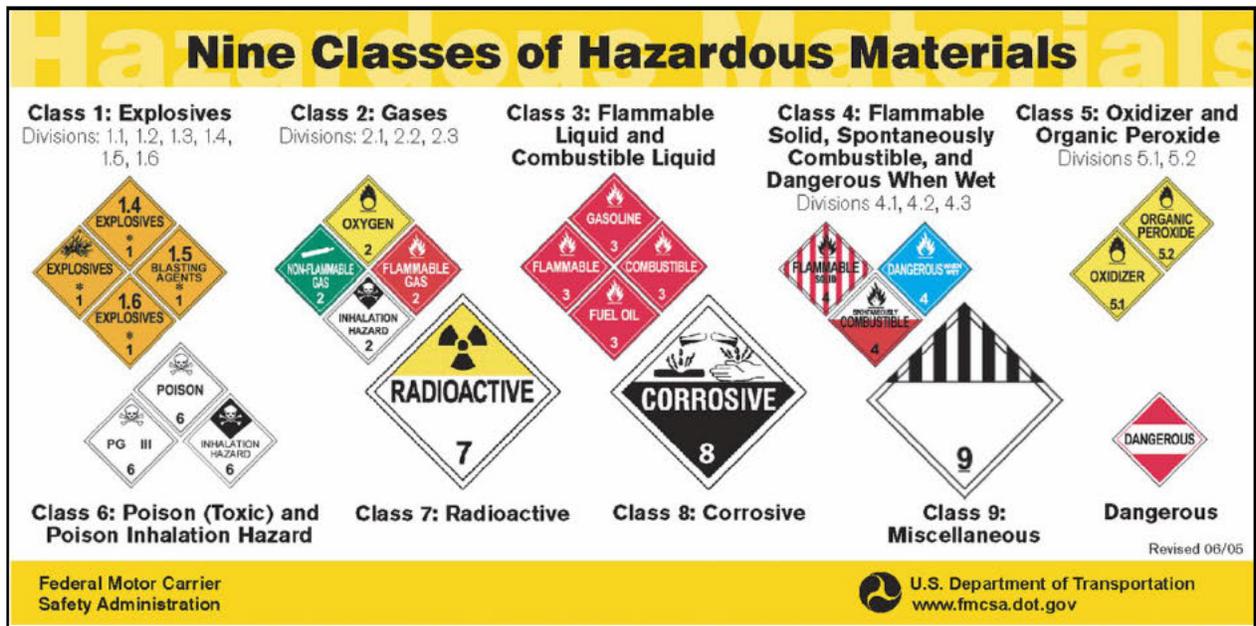
Figure 2: Hazardous Materials Classes

3.1.2 POLICY

Certain regulated HazMat incidents require that the local jurisdiction notify the Minnesota State Duty Officer at 651-649-5451. Most HazMat responses do not require coordination by RCEMHS, SPRCDPH, or other County agencies, and are undertaken by municipal fire departments and HazMat agencies consistent with their authorities.

Response (including state team responses) to oil and hazardous materials incidents that do not fall under the authorities of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) and the Federal Water Pollution Control Act (FWPCA) and/or do not warrant RCEMHS, state, or federal coordination are conducted under the existing standard operating procedures (SOP) of the jurisdiction. The jurisdiction may still request RCEMHS to activate other National Response Framework (NRF) elements for such incidents, if needed, while still retaining overall leadership for the federal response.

The Hazardous Materials Annex may be activated by RCEMHS or the affected jurisdiction for incidents requiring a more robust coordinated response, or state or federal assistance, such as:

- An incident that requires coordination of additional response support.

- A major disaster or emergency which might require federal declaration under the Stafford Act.

- A suspected or confirmed intentional criminal or terrorist act.

- An actual or potential oil discharge or hazardous materials release to which the EPA and/or United States Coast Guard (USCG) respond under CERCLA and/or FWPCA authorities and funding.

3.1.3 SPECIFIC POLICIES

The CEOP typically serves as the basis for actions taken in support of the affected jurisdiction(s). The CEOP structures and response mechanisms discussed further below remain in place when this Annex is activated but coordinate with local, county, state, and federal mechanisms as described in the Concept of Operations section of this Annex.

The Annex applies to all agencies with assigned emergency responsibilities as described in the CEOP.

Authorities and references specific to this Annex:

- Title III of the Superfund Amendments and Re-Authorization Act (SARA) of 1986 (Public Law 99.499)

- Ramsey County Resolution #2008-082

- National Response Team (NRT) Hazardous Materials Emergency Planning Guide; updated 2002

- Emergency Planning and Community Right to Know Act (EPCRA) (MN Stat 221.033)

3.1.4 BASIC CAPABILITIES

All responding agencies utilize the Incident Command System (ICS) for all HazMat responses. Incident Command is typically established shortly after arrival at the scene by the primary response agency. Unified Command may be established as needed as additional agencies and/or jurisdictions arrive.

- **Fire Department and other response agency capability**: Within Ramsey County all law enforcement agency personnel have been trained to the Hazardous Materials Awareness Level (29 CFR 1910.120); all firefighters are trained to the Hazardous Materials Operations level (29 CFR 1910.120). This training is maintained as part of the annual "Right to Know" training. Law enforcement, EMS and fire service personnel have also received training in WMD and Explosive Awareness. Personnel authorized to enter contaminated by hazardous materials or unknown substances are trained at a minimum to the Hazardous Materials Technician level (29 CFR 1910.120).

- **North Suburban Hazardous Materials Response Team (NSHM):** Ramsey County has a joint powers agreement to form the North Suburban Hazardous Materials Team (New Brighton, Lake Johanna, St. Anthony, White Bear Lake, and Vadnais Heights Fire Departments). This team will respond to any requested event in the county. The request is placed through the Ramsey County Emergency Communications Center (ECC). Personnel are trained to the Hazardous Materials Specialist level (29 CFR 1910.120)

- **Chemical Assessment Team (CAT) Assistance**: All jurisdictions are able to request, at their own discretion, assistance from a State CAT team for assessment and identification of substances. This request is placed through the Minnesota Duty Officer. CAT teams carry specialized sampling and monitoring and identification equipment, such as infrared (IR) spectrometry and/or gas chromatography. Personnel are trained to the Hazardous Materials Specialist level (29 CFR 1910.120).

- **State Emergency Response Team (ERT) Assistance**: All jurisdictions are able to request, at their own discretion, assistance from a State ERT. The closest team is operated by the St. Paul Fire

Department and has full-scale identification, entry, sampling, stabilization, and basic remediation capability. This request is placed through the Minnesota Duty Officer. The state HazMat teams carry specialized sampling, monitoring and identification equipment such as IR spectrometry and/or gas chromatography, and specialized stabilization, remediation, and mitigation equipment. Personnel are trained to the Hazardous Materials Specialist level (29 CFR1910.120).

- **Private Sector Remediation**: Clean-up of releases beyond the capability of any jurisdiction is handled by a private contractor. Ramsey County has contracts for clean-up services that can be activated as needed.

3.1.5 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to the CEOP.

3.1.6 CRITICAL TASKS

During a hazardous materials incident response, critical tasks may include the following:

- Engage subject matter experts (SMEs) to understand the scope and severity of the threat.
- Provide timely, verified, and actionable information to the public and manage rumors and misinformation.
- Establish perimeters around areas of high risk and enact road closures.
- Monitor air quality in impacted areas.
- Evacuate individuals within affected areas, provide mass care and shelter, and/or provide instruction on proper shelter-in-place actions.
- Anticipate and accommodate the needs of vulnerable populations, including people with disabilities and access and functional needs (DAFN), and provide culturally relevant and inclusive information.
- Identify the availability of resources outside of the impacted area(s).
- Provide prompt restoration of lifeline services and critical facilities.

3.2 Potential Incident Impacts

3.2.1 IMPACTS

Hazardous materials incidents have the potential to cause the following impacts on public safety:

- Injury and loss of life
- Commercial and residential structural and property damage
- Significant economic impact (jobs, sales, tax revenue) on the community
- Negative impact on commercial and residential property values
- Damage to vegetation

- Destruction of natural and cultural resources, with forest and fish habitats being most easily damaged or temporarily destroyed

3.2.2 HEALTH RISKS POSED BY HAZARDOUS MATERIALS

Hazardous materials vary greatly in the types of health risks they pose to humans. Emergency responders contend with the following potential health risks from hazardous materials: thermal, radiological, asphyxiation, chemical, etiological, or mechanical (TRACEM). The following sections briefly discuss each type of health risk.

- **Thermal harm.** Thermal harm results from exposure to temperature extremes. Thermal injuries can be external (from contacting or being in close proximity to a fire or other heat source) or internal (from inhaling fumes or heated air). Thermal injuries can also include frostbite from contact with low-temperature hazardous materials.

- **Radiological harm.** Radiological harm, perhaps the most misunderstood type of harm in the TRACEM model, results from exposure to radioactive materials. The most harmful types of radiation cannot be seen, felt, or smelled. Special detection devices are required to monitor and measure levels of radiation, and these devices are becoming more available to emergency responders. Different types of radiation have different energy levels, and not all types are dangerous. For example, non-ionizing radiation (from sources such as fluorescent lights, radio waves, and microwaves) has enough energy to move atoms but not enough to alter them chemically. The radiation that poses a threat to humans is ionizing radiation, which can remove electrons from atoms and cause damage to living cells and DNA. Examples of ionizing radiation sources include medical isotopes used for diagnostic and therapeutic purposes, X-rays for imaging (medical and industrial), and specific survey equipment.

- **Asphyxiation.** Asphyxiation results from exposure to materials that reduce oxygen to levels that may cause suffocation. Asphyxiation typically occurs in confined spaces or with extremely concentrated forms of simple asphyxiants. Asphyxiants displace so much oxygen from the ambient atmosphere that the lungs cannot supply enough to fully oxygenate the tissues, and the victim slowly suffocates. Many asphyxiants (e.g., carbon dioxide, methane) are odorless and tasteless (unless odorants are added), so one could become unconscious without realizing an asphyxiant gas is present.

- **Chemical harm.** Chemical harm results from exposure to chemicals, including poisons and corrosives. Injuries and illnesses vary by material. Chemical agents are classified according to the potential severity of their effects. More information on various chemicals and their effects is listed is on the U.S. Department of Health and Human Services (HHS) Chemical Hazards Emergency Medical Management (CHEMM) website, on the Safety Data Sheet (SDS) that should come with each chemical, in the Emergency Response Guide (ERG), and the National Institute for Occupational Safety and Health (NIOSH) Pocket Guide to Chemical Hazards.

- **Etiological (biological) harm.** Etiological (or biological) harm results from exposure to biological materials that include bacteria, viruses, and biological toxins. Symptoms of etiological harm are often delayed because the pathogens often require time to multiply sufficiently to cause illness in the person carrying the pathogen.

- **Mechanical harm.** Mechanical harm results from exposure to, or contact with, fragmentation or debris scattered because of a pressure release, explosion, or boiling liquid expanding vapor explosion (BLEVE). Certain predictable reactions occur during and immediately after an explosion, which routinely injure or kill anyone in close proximity. The degree of harm is closely related to the size of the explosion and proximity to the device. Sources of injury include:

- **Fragmentation and flying debris.** The most common sources of injury from an explosion. Harm may include impaled objects, bone and skull fractures, and evisceration.

- **Blast overpressure.** A rapid increase in air pressure caused by rapid gas expansion. Human harm includes ruptures to the eardrums, blood vessels and organs, torn organs, and lung collapse.

- **Secondary blast injuries.** When a victim is thrown by the blast overpressure into other objects. Harm may include spinal injuries, bone, and skull fractures.

3.3 Organization and Assignment of Responsibilities

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks and key operational activities are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected municipality.

3.3.1 RAMSEY COUNTY EMERGENCY MANAGEMENT AND HOMELAND SECURITY

Type: Government Agency (County)	Role: Coordinate
Preparedness Activities	
Maintain the CEOP and Hazardous Materials Annex	
Provide training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Establish and maintain any necessary MOUs with support agencies performing the critical functions of this Annex.	
Analyze hazardous materials reports using the Department of Transportation Hazardous Materials Guidebook and the Computer Aided Management of Emergency Operations (CAMEO) suite of modeling products and create a worst-case (and highly unlikely, and therefore conservative) release of chemicals from each facility to determine the worst-case potential for impact on the community for planning purposes.	
Response Activities	
Activate the CEOP and this Annex as necessary. (Incident Manager)	
Notify those with responsibilities assigned under this Annex of its activation as well as the County Manager and the MN HSEM Metro Region Program Coordinator. (Duty Officer)	
May make recommendations to a municipality's mayor regarding MCS operations and/or a Declaration of Emergency.	
Assist the municipalities in receiving aid and information as needed during a CBRNE or HazMat incident.	

Assist the affected jurisdiction with coordination of response and recovery.

3.3.2 ST. PAUL RAMSEY COUNTY PUBLIC HEALTH (SPRCPH)

Type: Government Agency (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Provide input on strategic and long-term hazardous materials planning within the county.	
Response Activities	
Assist with issues that involve recovery from HazMat incidents.	
Provide public health support for the incident.	

3.3.3 MUNICIPAL EMERGENCY MANAGEMENT

Type: Government Agency (Municipal)	Role: Coordinate
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Participate in training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Establish and maintain any necessary MOUs with support agencies performing the critical functions of this Annex.	
Response Activities	
Act as coordinator for the various municipal emergency organizations.	
Act as local liaison to Ramsey County and MN Homeland Security and Emergency Management (HSEM).	
Coordinate resources to support emergency response efforts upon the declaration of a municipal disaster.	

3.3.4 MUNICIPAL PUBLIC INFORMATION OFFICERS

Type: Government Position (Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Participate in training and exercise regularly to maintain familiarity with the CEOP and this Annex.	
Response Activities	
Coordinate information flow and the release of timely and factual information to the public.	
Assist with planning, expertise, and equipment for larger incidents.	

3.3.5 RAMSEY COUNTY SHERIFF'S OFFICE (RCSO)

Type: Government Agency (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	

	Participate in training and exercise regularly to maintain familiarity with the CEOP and this Annex.
	Response Activities
	Coordinate and process intelligence data.
	Investigate potential criminal or terrorist activity in cooperation with relevant state, federal and/or local agencies.
	Assist in the investigation of any CBRNE incidents in Ramsey County.

3.4 Mutual Aid Agreements

- All public safety entities within the County maintain up-to-date mutual aid agreements. These agreements provide access to resources countywide for response to hazardous materials incidents. Each jurisdiction maintains records of these agreements with the chief officer. MN Statute Ch. 12.27 authorizes mutual aid and the creation of mutual aid agreements.

- Each of the fire departments serving Ramsey County is a member of the Capitol City Mutual Aid organization and maintains lists of resources for use in response to fire, rescue, and hazardous materials emergencies. Copies of these listings are available from the individual fire departments.

3.5 Available Resources and Identified Resource Gaps

3.5.1 LOCAL RESOURCES

3.5.1.1 E-Plan Emergency Response Information System

E-Plan is the nation's largest database of chemical and facility hazards with over 300,000 Tier II facilities and 17,500 Risk Management Plan (RMP) facilities. The E-Plan Emergency Response Information System can be accessed at https://erplan.net/eplan/login.htm

3.5.1.2 Local Emergency Planning Commission

HSEM administers MN-EPCRA requirements and serves as the Local Emergency Planning Committee. LEPC information can be obtained from:

Tier II Administration: Minnesota Emergency Planning and Community Right-to-Know Act
(EPCRA) Program
445 Minnesota Street - Suite 223
Saint Paul, MN 55101
651-201-7416

Requirements are available on-line at http://www.epa.gov/emergencies/content/epcra/index.htm

The list of chemical facility emergency coordinators who shall make determinations necessary to implement their plan is available to the County and the Municipalities by the MN-EPCRA each year in February.

Here is the revised info from the MN HSEM:

3.5.1.3 CHEMICAL ASSESSMENT TEAMS

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3.5.1.3.1 Support During an Emergency

Hazmat Teams provide local incident commanders with:

- Technical support and monitoring

- Professional responders trained to exceed OSHA and NFPA competencies

- Specialized equipment and reference materials

- Additional support and/or follow-up by other state agencies as needed

3.5.1.3.2 Responsibilities

The primary responsibilities of a Hazmat Team at an incident scene are:

- Hazard assessment

- Technical assistance

- Reasonable mitigation

- Hazmat Teams are capable of sampling for unknown identification of substances and materials as well as:

- Air monitoring

- Plume projection

- Evacuation/sheltering recommendations

- Over pack/containment of a container

- Sample collection (not evidence)

3.5.1.3.3 Limitations

Hazmat Teams are not allowed to assume overall command of a local incident; they cannot clean up or transport hazardous materials, mitigate explosive devices or clandestine drug labs, or respond to waste abandonment/abandoned barrel calls. Ramsey County maintains cooperative agreement contracts with several private companies for these services.

3.5.1.4 The 55th Civil Support Team, Minnesota National Guard

The Civil Support Team performs duties in support of emergency preparedness programs to prepare for or respond to emergencies involving:

- Use or threatened use of a Weapon of Mass Destruction

- Terrorist attack or threatened terrorist attack that results in or could result in catastrophic loss of life or property

- Intentional or unintentional release of nuclear, biological, radiological or toxic or poisonous chemicals that result in or could result in catastrophic loss of life or property

- Natural or human-caused disaster that results in or could result in catastrophic loss of life or property

3.5.1.5 Saint Paul Ramsey County Public Health – Environmental Health

Environmental health personnel are available to assess impacts of any release on people and the environment. Environmental Health is notified by RCEMHS for all releases.

3.5.1.6 Municipal Fire Departments

Each municipal fire department maintains a basic capability to recognize and respond to incidents requiring hazardous materials.

3.5.2 STATE RESOURCES

In the event of a hazardous materials incident beyond the resources of Ramsey County and its jurisdictions, assistance may be requested from the State of Minnesota. This request may be made through the State Duty Officer at the Minnesota Department of Public Safety.

The State of Minnesota certifies specific CAT and HazMat teams that are available to respond on request. Additionally, The Minnesota Department of Public Health (MDH) has personnel who can assist communities in the detection and monitoring of radiological materials, water and air sampling, laboratory services, etc.

The MCPA can assist with remediation of hazardous materials releases, regulatory oversight and inspection, and expertise.

The 55th Civil Support Team (WMD) is available to assist any community in Minnesota with identification of and response to Chemical, Biological and Radiological Hazards.

3.5.3 FEDERAL RESOURCES

In the event of a hazardous materials incident that is beyond the resources of city, county, and state government, the National Regional Response Team can be requested through the MPCA. Such requests should be submitted to the State Duty Officer at the Minnesota Department of Public Safety.

Reimbursement of costs for a hazardous materials response may be available. To be eligible for reimbursement, contact the National Response Center and/or the MPCA within 24-hours of the incident, and subsequently apply for reimbursement.

3.6 Key Operational Activities

3.6.1 ASSESSMENT AND CONTROL OF THE HAZARD

The following generalized incident complexity indicators are intended to be used as broad guidelines. The ultimate responsibility for determining the size, extent, complexity, and response level of any hazardous materials incident rests with the event's IC.

3.6.1.1 Type 5

- Incident shows no resistance to stabilization or mitigation
- Resources typically meet incident objectives within one or two hours of arriving on scene
- Minimal effects to population immediately surrounding the incident
- Few or no evacuations necessary during mitigation
- No adverse impact on critical infrastructure and key resources (CIKR)
- Elected/appointed governing officials and stakeholder groups require minimal or no coordination, and may not need notification
- Conditions or actions that caused the incident do not persist; as a result, there is no probability of a cascading event or exacerbation of the current incident

3.6.1.2 Type 4

- Incident shows low resistance to stabilization or mitigation
- Resources typically meet incident objectives within several hours of arriving on scene
- Incident may extend from several hours to 24 hours
- Limited effects on to population surrounding incident
- Few or no evacuations necessary during mitigation
- Incident threatens, damages or destroys a minimal number of residential, commercial or cultural properties
- CIKR may suffer adverse impacts
- CIKR mitigation measures are uncomplicated and can be implemented within one operational period
- Elected/appointed governing officials and stakeholder groups require minimal or no coordination, but they may need to be notified
- Conditions or actions that caused the original incident do not persist; as a result, there is low to no probability of a cascading event or exacerbation of the current incident

3.6.1.3 Type 3

- Incident shows moderate resistance to stabilization or mitigation
- Resources typically do not meet incident objectives within the first 24 hours of resources arriving on scene
- Incident may extend from several days to over one week

- Population within and immediately surrounding incident area may require evacuation or shelter during mitigation

- Incident threatens, damages or destroys residential, commercial or cultural properties

- CIKR may suffer adverse impacts

- CIKR mitigation actions may extend into multiple operational periods

- Elected/appointed governing officials and stakeholder groups require some level of coordination

- Conditions or actions that caused the incident may persist; as a result, there is medium probability of a cascading event or exacerbation of the current incident

3.6.1.4 Type 2

- Incident shows high resistance to stabilization or mitigation

- Resources typically do not meet incident objectives within the first several days

- Incident may extend from several days to two weeks

- Population within and surrounding the general incident area is affected

- Affected population may require evacuation, shelter or housing during mitigation for several days to months

- Incident threatens damages, or destroys residential, commercial and cultural properties

- CIKR may suffer adverse impacts, including destruction

- CIKR mitigation actions may extend into multiple operational periods, requiring considerable coordination

- Elected/appointed governing officials, political organizations and stakeholder groups require a moderate level of coordination

- Incident has resulted in external influences, has widespread impact and involves political and media sensitivities requiring comprehensive emergency management

- Conditions or actions that caused the original incident may persist, so a cascading event or exacerbation of the current incident is highly probable

3.6.1.5 Type 1

- Incident shows high resistance to stabilization or mitigation

- Incident objectives cannot be met within numerous operational periods

- Incident extends from two weeks to over a month

- Population within and surrounding the region or state where the incident occurred is significantly affected

- Incident threatens, damages or destroys numerous CIKRs

- CIKR mitigation extends into multiple operational periods and requires long-term planning and extensive coordination

- Evacuated or relocated populations may require shelter or housing for several days to months

- Elected/appointed governing officials, political organizations and stakeholder groups require a high level of coordination

- Incident has resulted in external influences, has widespread impact and involves political and media sensitivities requiring comprehensive management

- Conditions or actions that caused the original incident still exist, so a cascading event or exacerbation of the current incident is highly probable

3.6.2 SELECTION AND IMPLEMENTATION OF PROTECTIVE ACTIONS

Protective actions that may be implemented by the on-scene IC in the response phase include the following:

- **Establish hot and warm zones**. The hot zone is a nonpermissive area where there is a direct hazard from the environment. This zone is sometimes referred to as the exclusion zone; especially where Personal Protective Equipment (PPE) does not mitigate the hazard, such as in the case of explosives or high-dose radiation. The warm zone is a semi-permissive (buffer) area set up usually due to a continuing contamination hazard from casualties or equipment coming out of the hot zone; this zone is also referred to as the decontamination zone and is demarcated by a clean/dirty line.

- **Evacuation or shelter-in-place**. Evacuation may be required from inside the perimeter of the scene to guard against further casualties from contamination by primary release of a hazard agent, the possible release of additional hazard agents, secondary devices, or additional attacks targeting emergency responders; temporary in-place sheltering may be appropriate if there is a short-duration release of HazMat or if it is determined to be safer for individuals to remain in place.

3.6.3 SHORT-TERM STABILIZATION ACTIONS

Short-term stabilization actions that may be implemented to respond to HazMat incidents include the following:

- **Clean-up/abatement/remediation.** Cleanup or other methods used to remove or contain a toxic spill or other hazardous materials from an impacted area.

- **Medical aid.** Provision of EMS and rapid transport to appropriate level care facilities for sick and injured.

- **Medical surge.** Facilities should be prepared for multi-hazard/multi-agent triage. Planning should anticipate the need to handle large numbers of people who may or may not be contaminated but who are fearful about their medical well-being. Consider locations and capacities of medical care facilities within the jurisdiction and in surrounding jurisdictions, especially those with trauma care. Depending on the nature and extent of a HazMat incident, the most appropriate medical care facility may not necessarily be the closest facility.

- **Decontamination of people and animals.** Decontamination, if it is necessary, may need to precede sheltering and other needs of the victims to prevent further damage from the hazard agent to either the victims themselves or the care providers.

- **Open or closed point of dispensing (POD) medical countermeasures (MCMs).** MCMs can include vaccines, antiviral drugs, antitoxins, antibiotics, and materials (e.g., personal protective equipment) that may be used to prevent, mitigate, or treat adverse health effects of an intentional, accidental, or naturally occurring public health emergency.

- **Mass care.** The location of mass care facilities will be based partly on the hazard agent involved; depending on the incident, evacuees may need to be screened for the need for decontamination / mass prophylaxis before acceptance into a mass care facility.

3.6.4 RECOVERY

The key objectives of short-term recovery response are to provide restoration of lifeline services and facilities and to return individuals and families to their homes and businesses.

Recovery actions may include:

- **Damage assessments.** A thorough accounting of damage to the impacted area should be completed as quickly as possible; this assessment should include not only the financial impact but also account for operational capacity. Damage assessments are the critical first step taken on the path to achieving the restoration of impacted physical and natural resources through the release of hazardous materials. They are used to determine the nature and extent of the injury and the amount of damages caused by the release.

- **Abatement/remediation.** When long-term clean-up is necessary, Ramsey County should ensure that efforts follow regulations put in place by federal Environmental Protection Agency (EPA) guidelines. Typically, a specialized contractor will be hired for long-term or ongoing remediation by the responsible party or the jurisdiction.

- **Repopulation of evacuated areas.** Once areas have been cleared, decontaminated, or otherwise deemed safe, repopulation of evacuated areas may begin; the individuals or agencies involved and the approach used for clearing and area should be well documented.

3.7 Notification

3.7.1 NOTIFYING THE PUBLIC OF A RELEASE

In addition to the systems described in the facility plans first response agencies have limited capability for alerting the public. The primary methods include:

- Notification via broadcast media

- Emergency Alert System (EAS) notification in conjunction with the National Weather Service (NWS) and broadcast media

- Limited out-bound automatic dialing and messaging of community telephones

- World Wide Web Sites

- Facebook pages

- Use of Twitter (the Ramsey County Duty Officer uses the "hashtag" #RamseyCoEMHS)

- Physical notification door-to-door (which is often the most effective)

- Public Address via in-vehicle speakers

- Outdoor warning siren system (controlled at the Ramsey County ECC)

- Wireless Emergency Alert system

- Everbridge warning system

3.7.2 REPORTING OF EXTREMELY HAZARDOUS ("TIER II") SUBSTANCES

Each facility with chemical quantities at or above the threshold reporting level is required by MN-EPCRA to report the average and maximum amounts of chemicals, as well as other data to the Local Emergency Program Committee (LEPC). In Minnesota, the Division of Homeland Security and Emergency Management (HSEM) administers MN-EPCRA and serves as the LEPC for the entire state. Information and instruction for reporting is found on-line at:
http://www.epa.gov/osweroe1/content/epcra/statetier2.htm#minnesota

3.7.3 REPORTING OF RELEASE

- Per the Minnesota Pollution Control Agency, release to the environment of any substance under the owner/transporter's control must be reported to the Minnesota Duty Officer.

- All facilities and transporters will report releases of hazardous materials and oil/petroleum products immediately upon recognizing that a release has occurred or is imminent. Releases of specifically regulated extremely hazardous substances are reported either through automated alarm systems or by calling 9-1-1 if there is an immediate or imminent risk to lives, property, or the environment.

- Following reporting to the MN Duty Officer prepares a report that is emailed to RCEMHS. RCEMHS posts the information directly to the computerized situational awareness system.

3.7.4 PROCEDURES FOR ALERTING THE PUBLIC OF A RELEASE

The detailed procedures for alerting the public that a release of hazardous materials has occurred at a given facility are included in that facility's plan. However, all such plans at a minimum outline the type, automatic operation, manual operation, and control location for external alarms and horns.

3.7.5 PROCEDURES FOR NOTIFYING EMERGENCY RESPONSE AGENCIES

The detailed procedures for alerting the jurisdiction's emergency response agencies that a release of hazardous materials has occurred at a given facility are included in that facility's plan. However, all such plans include, at a minimum, notifying the Ramsey County ECC either by a voice call to 9-1-1, text to 9-1-1 or by automatic alarm systems.

4. Related Training

The following courses are suggested for those involved in Hazardous Materials response. This list is not exhaustive. Contact RCEMHS for more information about course registration.

FEMA Independent Study

- IS-5 An Introduction to Hazardous Materials

Center for Domestic Preparedness Residential/Non-Residential Courses

- AWR-358 Hazardous Materials Awareness Distance Learning
- HEC-PER Evidence Collection in a Hazardous Materials Environment
- HMBR-PER-338 Hazardous Materials Basic Responder for Mass Casualty Incidents
- AWR-922 Environmental Health Training in Emergency Response Awareness Course

National Fire Academy Courses

- 00243 Hazardous Materials Incident Management
- R0655 Advanced Science of Hazardous Materials Response

Additional Training

- PER-365 (Web Available) Emergency Response to HazMat Incidents, International Association of Fire Fighters
- Any additional training mandated by state or federal regulations

To support the integration of DAFN communities in emergency response, training should incorporate DAFN planning considerations and representation.

First Responder Training

Personnel involved in the handling or transport of hazardous materials must be trained in compliance with 29 CFR 1910.120(q)(6), which requires hazardous materials technicians to receive 24 hours of first responder operations level training and have competency in the areas listed. Such training should include the following, at a minimum:

- An overview of regulatory requirements
- Methods for the safe handling/storage of hazardous materials
- Spill prevention procedures
- General emergency response procedures
- Use of personal protective equipment
- Use of spill clean-up equipment
- Procedures for coordinating with emergency response teams
- Procedures for notifying agencies

- Procedures for documenting spills

- Identification of sites/areas requiring special treatment, if any

Depending on an employee's competencies, more than 24 hours will more than likely be required. First responders will follow the training schedules of their respective jurisdictions and/or departments.

5. Supplemental Documents/References

The following supplemental documents/references are key information for those involved in the Hazardous Materials function. This list is not exhaustive. Contact RCEMHS for more information.

- Hazardous Materials Facilities Map

PLAN NAME	Mass Care and Shelter
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation H
LEAD COORDINATING AGENCY	Saint Paul – Ramsey County Public Health
SUPPORT AGENCIES AND ORGANIZATIONS	Ramsey County Emergency Management & Homeland Security; Adventist Community Services; American Red Cross; MN Voluntary Organizations Active in Disaster; Community Emergency Response Teams; Ramsey County Community Social Services; Ramsey County Department of Property; Ramsey County Medical Reserve Corps; Ramsey County Parks and Recreation; Ramsey County School Districts; Ramsey County Sheriff's Office; Salvation Army; Ramsey County Libraries
LAST UPDATED	March 2023

1. Introduction

1.1 Purpose

Mass care is the ability to coordinate with partner agencies to address the public health, medical, and mental/behavioral health needs of those impacted by an incident at a congregate location.

The Ramsey County (County) Mass Care Annex (Annex) is intended to:

- Define the structure for how the County will address the sheltering, feeding, and human service needs of the residents of Ramsey County following an incident.

- Outline concepts and policies that will assist in providing support and coordination of Mass Care and Shelter (MCS) operations in response to an incident.

- Provide guidance to help meet the needs of people with disabilities and access and functional needs (DAFN).

- Identify options for providing MCS to those impacted during a disaster and outline partner agency roles and responsibilities.

This Annex supports the Ramsey County Comprehensive Emergency Operations Plan (CEOP).

1.2 Scope

This plan is specifically designed to address the need for temporary mass care and sheltering during large-scale emergencies and/or major disasters. This plan does not apply to day-to-day emergencies. It may be used in response to all hazards which create the displacement of communities.

- *Mass care* is defined as the provision of food, water, sanitary facilities, basic first aid, clothing, mental health services, and other essential services and items for large numbers of people who have been displaced from their homes or otherwise impacted by an emergency or disaster.

- *Shelter* is defined as short-term housing which may be established before, during, and/or immediately after an emergency or disaster for those individuals who have been displaced from their homes because of an emergency or disaster.

The Annex addresses MCS operations within Ramsey County in response to all hazards regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary.

This Annex is intended to address MCS operations supportive of disaster-impacted populations. MCS services for incident responders is a function of the Logistics Section but may receive support from the Mass Care Branch within Operations.

The basic services of the sheltering and mass care sites is intended to provide an environment conducive to the physical and emotional safety of people displaced from the places they normally live or reside.

- The care and sheltering of medically fragile individuals is outside the scope of this Annex. Contact Ramsey County Emergency Management & Homeland Security (RCEMHS) for more information on this topic.

- The care and sheltering of displaced animals, including livestock and companion animals, is outside the scope of this Annex. Contact RCEMHS for more information on this topic.

- Family assistance services such as reunification are referred to in this Annex but are covered in greater depth in the Family Assistance Services Plan.

As an operational plan, this Annex does not address response tactics. Response tactics are outlined in the subject or threat-specific plans and procedures created and maintained by relevant agencies and departments. Such plans and procedures are cited within this Annex and listed in Section 5. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the CEOP remain in place.

This Annex does not supersede existing municipal policy.

1.3 Planning Assumptions

The following assumptions were taken into consideration during the development of this Annex:

- Ramsey County may be affected by natural, technological, or human/societal hazards.

- Life-saving activities take precedence over other emergency activities.

- In a catastrophic incident, incident stabilization and disaster relief assistance will be required from the state, federal, and other local governments as well as private organizations.

- The Ramsey County Emergency Operations Center (RCEOC) may or may not be activated in support of an event or emergency. RCEOC activation will be determined based on the scope and scale of the event.

- The municipality Emergency Operations Center (EOC) may or may not be activated in support of an event or emergency. Municipal EOC activation will be determined based on the scope and scale of the event.

- Prior to an incident, local governments will engage the Whole Community (including public/private sectors, community-based service and advocacy organizations, nongovernmental organizations, faith-based organizations, nonprofits, and individuals and families) to conduct

awareness briefings, preparedness training, and public education campaigns so that stakeholders are familiar with what is expected of them during mass care and sheltering efforts. Whole Community partners will also be engaged in planning efforts and other aspects of preparedness.

- The pre-disaster activities will include regular exercises that evaluate the County's and/or the municipality's ability to integrate stakeholder resources into a response with a focus on improving plans and planning efforts to increase operational effectiveness, cultural competence in service delivery, and eliminate redundancies in sheltering, feeding, and reunification efforts.

- A regular cycle of capability assessments, training, exercise and plan development and updates will be conducted to assure cultural competence (including cultural, social, and behavioral factors) in the MCS services to respond equitably, specifically, and sensitively to the County's diverse populations and various cultural groups potentially affected by a disaster.

- MCS services may be required with little notice and require some immediacy in an emergency or disaster situation. Individuals may spontaneously evacuate before an official recommendation is made to do so.

- A detailed and credible common operating picture may not be achieved for at least 24 to 48 hours after the incident. As a result, response activities begin without the benefit of detailed and complete situational or critical needs assessments and will be conducted based on the best information available at the time.

- First responders, providers of relief services, and other critical response personnel may be personally affected by the incident and may be unable to report to their posts for hours or days. First responders who are on duty may be held over for additional shift coverage.

- MCS services may be needed by visitors and other non-residents.

- MCS services in the county could be used by impacted populations from other jurisdictions. These individuals will be supported through the Mass Care Branch.

- MCS services may be needed to support responders and other workers who come to the county to support disaster response and recovery efforts. These individuals will be supported through the Logistics Section.

- MCS services may need to be delivered in non-traditional settings and creative ways.

- In many cases, temporary evacuation points (TEPs), as opposed to shelters, will be sufficient. TEPs may provide information and canteen services but do not provide overnight accommodation, thus requiring significantly less staffing and resources.

- During evacuations, a small portion of impacted populations will seek government-provided shelter. Most individuals will stay with friends or family or will secure other housing on their own. The percentage of individuals who seek government assistance is likely to increase as the size of the evacuation increases since alternative options will become less available. It is also likely to increase as the duration of an evacuation grows and is typically higher in winter when fewer alternate housing options are available.

- A higher number of impacted populations may seek other types of mass care services, such as reception or reunification services.

- Sheltering-in-place is more common than evacuation. Also, during evacuation, some impacted populations may choose to camp out, sleep in cars, or stay close to their property rather than go to a mass care facility. These individuals may still have needs and expectations for disaster assistance from the government such as feeding and bulk distribution of emergency relief items.

- Within the shelter population, there will be diverse populations who have been disproportionately impacted by the incident, particularly persons with DAFN, are multi-cultural, undocumented, and other known high-risk and socio-economically under resourced communities, including large number of low-income persons or who were unhoused prior to the disaster.

- A portion of those seeking shelter may need transportation from impacted areas to mass care facilities, including those requiring accessible transportation resources.

- Individuals will arrive at mass care facilities with pets, whether they are allowed or not.

- Sheltering of sex offenders will be done in compliance with local policy.

- Medically fragile persons are best sheltered at medical facilities that can support them and their caregivers. Nevertheless, medically fragile persons may be present at a general population shelter and will need care until they can be safely transferred to an appropriate facility.

- A variety of agencies, organizations, and groups may spontaneously open shelters and assume full responsibility for them. Some of these agencies, organizations, and groups may subsequently request support and resources through the RCEOC or municipal EOC.

- Inquiries regarding the welfare of individuals believed to be within the impacted area could begin immediately after the public is made aware of the emergency or disaster.

- If an incident generates large-scale MCS operations, day-to-day activities at schools, community centers, churches, and other facilities used for these operations may have to be curtailed.

- The response capabilities and resources of municipalities and the County, the region, and the state may be quickly overwhelmed or exhausted.

- In the event of a federal disaster declaration, the state and federal governments will establish joint operations to aid local jurisdictions.

- Assistance in the form of response teams, equipment, materials, and volunteers will begin to flow toward the region, creating coordination and logistical support challenges.

- Outside resources, including state and federal resources, may not begin to arrive for 24 hours or more.

- Response activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals in Ramsey County are effectively served with fair and equitable treatment.

2. Preparedness Targets

To achieve effective mass care and shelter response, the following Preparedness Targets are suggested for each municipality's emergency management agency and for Ramsey County Emergency Management and Homeland Security (RCEMHS):

- The ability to efficiently and effectively deliver inclusive, equitable, culturally competent resources to meet the needs of historically disproportionately disaster-impacted populations, including individuals with DAFN and other socially-culturally diverse populations.

- The ability to establish, staff, and equip emergency shelters and other temporary housing options (including accessible housing) for the affected population within 24 hours of the onset of an incident.

- The ability to move from congregate care to non-congregate care alternatives and provide relocation assistance or interim housing solutions for families unable to return to their homes.

The broad Mass Care and Shelter Preparedness Targets outlined above can be mapped to the following Planning, Organization, Equipment, Training, and Exercise (POETE) targets specific to Ramsey County as displayed in Figure 1.

Planning	The County will identify and inventory locations to be used as mass care sites (TEPs, shelters, warming/cooling centers, points of distribution) within the jurisdiction and develop Memoranda of understanding (MOUs).
Organization	The County will identify a process to track and manage shelter operations (daily census, bed count, etc.) in coordination with housing partners.
Equipment	The County will seek to acquire and maintain equipment (or agreements) for basic shelter supplies (cots, personal care kits, shelter signage, etc.) to support 2000 Individuals.
Training	The County will coordinate the delivery of mass care training and conduct broad outreach to engage relevant, culturally diverse community stakeholders.
Exercise	The County will include mass care and shelter elements reflecting the needs of diverse populations throughout the community in the conduct of an annual exercise.

Figure 1: Mass Care and Shelter Preparedness Targets

3. Concept of Operations

3.1 General

Ramsey County has designated Saint Paul - Ramsey County Public Health (SPRCPH) as the lead agency for MCS operations. As a leader and convener, SPRCPH will work with other cooperating agencies, including municipal law enforcement, fire, and public works agencies during disaster response and recovery efforts. SPRCPH will convene a meeting once a year to coordinate with key partners to provide the opportunity for collaboration. The meeting should include at least one representative from each agency and organization with assigned roles and responsibilities within the MCS function to enhance the coordination of this function following a disaster.

3.1.1 ACTIVATION

- This Annex is intended for use in large-scale or complex incidents.

- This Annex may be activated by the incident commander (IC) when there is an immediate threat to life.

- This Annex may also be activated by the Incident Manager (or their designee) with authorization of the County Manager, on the request of any municipality (manager, fire, or law chief), or on recommendation from the Ramsey County Director of Emergency Management (or designee).

- Situations that may call for activation of the Mass Care and Shelter Annex include, but are not limited to:

  - Complex or expanding incidents that have or may soon require protective actions.

  - An indication from a cooperating partner to the EOC or Incident Command that they are getting overwhelmed with disaster related MCS issues.

  - A request from an outside jurisdiction for MCS operational assistance.

Any activation requires immediate notification to the RCEMHS Duty Officer. The RCEMHS Duty Officer will immediately notify SPRCHPH to activate the necessary functions and support team(s).

3.1.2 OPERATIONAL PRIORITIES

For overarching operational priorities, please refer to the CEOP Base Plan.

3.1.3 FUNCTIONAL OBJECTIVES

- Prioritize for the safety and security of all MCS responders.

- Provide for the safe care and shelter of all Ramsey County residents and visitors regardless of age, gender, economic status, or residency.

- Ensure accessibility of all shelter sites, resources, transportation to the sites, and communication about the shelter services.

- Offer food, water, and emergency relief items to disaster impacted populations.

- Provide medical first aid and disaster mental health counseling to disaster impacted populations and incident responders.

- Facilitate the sheltering of companion animals and livestock.

- Support family assistance services.

- Facilitate referrals to recovery resources.

- Ensure that disaster impacted populations are provided equitable and culturally appropriate access and care.

3.1.4 COMMITMENT TO EQUITY, INCLUSION, AND CULTURAL COMPETENCY

The Ramsey County Mass Care and Shelter Annex is integrated and inclusive to ensure equity for all diverse populations, particularly those who have historically and disproportionately been impacted by

disasters. The health and safety of the County's population is the priority for all Ramsey County MCS activities. The focus of the initial lines of effort is to meet the immediate basic sustainment (shelter, food, water, basic supplies, and information) needs of disaster survivors. The basic services provided will not replicate pre-disaster living conditions and standards, but they must provide an environment conducive to the physical and emotional safety of all community members displaced from the places they normally live and work.

Accessibility of all services complies with federal laws governing Americans with Disabilities Act (ADA) directives and is considered a top priority for sheltering/care site services, as is the communications about those services. Addressing the needs of not only those with disabilities/disability integration needs and access and functional needs (DAFN) but also addressing the unique cultural needs of those from diverse communities within a jurisdiction requires a whole community, collaborative effort. This Annex prioritizes the planning and provision of equitable care and shelter services for all culturally diverse members of the communities in the County. Meeting the legal mandates requires transparency, ensuring there is no discrimination in the planning for or provision of MCS assistance. Those working in or supporting MCS must respond to the displaced population by providing all services, aids, and benefits with consideration for the specific functional and access needs of all individuals, making every reasonable effort to provide equitable access to services for all.

Shelter assistance and services will be offered to any person whose homes and/or normal living situation have been impacted by a disaster, regardless of personal status or circumstances. The County does not discriminate based on nationality, race, religious beliefs, class, disability, political opinions, sexual orientation, gender identity, or documentation status. Increased social vulnerabilities and marginalized minority groups have become touchpoints across the nation, with COVID-19 highlighting many long-standing systemic health and social inequities that have put communities of racial and ethnic minorities at risk. MCS services will assist individuals who traditionally may face discrimination and are vulnerable to exploitation or victimization. Therefore, equitably addressing the needs and considerations of all individuals displaced by disaster and maintaining a safe and healthy environment in the shelter site, is a MCS operational priority.

Needs that will be considered and addressed may include, but are not limited to, cultural considerations informed by race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; limited digital access; and geographic location.

In the effort to meet this equity commitment, the County will do due diligence for ensuring cultural competence in delivering MCS services through the following approaches and tasks:

- Engage and integrate people from the spectrum of representative demographics of local jurisdictions in MCS planning efforts and incorporating their input to provide quality assurance that the unique individual needs of all community members are addressed during response activities.

- Utilize appropriate methods for interacting sensitively, effectively and professionally with persons from diverse cultural, socioeconomic, educational, racial, ethnic and professional backgrounds, age groups and lifestyle preferences.

- Pre-identify, contact, and prepare for activation and engagement trusted DAFN and cultural diversity support contracts, resources, community champions.

- Identify potential needs, issues, and concerns of specifically known, vulnerable, high-risk populations.

- Prepare MCS planning activities to include specific tasks that will assure an equitable, inclusive mass care response for all.

- Meet with the EOC Public Information Officer (PIO) and/or lead Joint Information Center (JIC) representative and key community stakeholders prior to and during an event to address MCS site services information, effective communications methods, and processes to assure quality in messaging competence.

- Prepare to provide sufficient resources to support individuals at the shelter sites that may require specific support to address unique issues of personal physical and emotional safety (E.g., LGBTQI, undocumented, non-English speakers, those with specific faith-based requirements, those with drug issues, those with protection order requirements, and those populations vulnerable to exploitation or victimization).

Details for providing support to specific populations are addressed in the sections that follow.

3.1.5 CRITICAL TASKS

During a response, critical tasks may include the following:

- Determine the locations and an approximate number of displaced individuals to establish an appropriate level of response.

- Establish TEPs near evacuation zones to receive and register impacted populations and to arrange for their transfer to mass care facilities as needed.

- Establish mass care facilities that provide safety, equitable access and care, and culturally appropriate services.

- Ensure all impacted populations, including diverse, multi-cultural populations and individuals with DAFN, are provided accessible, understandable incident information and culturally appropriate recovery resources.

- Provide heating/cooling centers for at-risk individuals during periods of extreme temperatures.

- Provide services and communications outreach, including culturally appropriate message translations, for all impacted populations who are sheltering-in-place or remain in occupied but affected neighborhoods.

- Work with cooperating partners, community- and faith-based organizations, and the private sector to provide cohesiveness between survivor sheltering and animal sheltering.

- Support the reentry of impacted populations housed in mass care facilities or assist in their transition to long-term housing and recovery resources.

3.1.6 TYPES OF MASS CARE SERVICE DELIVERY POINTS

Mass care service delivery points not only provide physical protection from the elements, but they also provide places of comfort and safety and should be readily accessible to those who need them. Additionally, they may serve as connections to additional services, including medical, disaster mental health, and recovery support.

3.1.6.1 Temporary Evacuation Point (TEP)

TEPs are defined as locations where impacted populations who have been displaced can temporarily gather in a safe location. The TEP may be the only mass care facility needed for a short-duration evacuation, or it may serve as an interim setting and entry point to congregate or non-congregate sheltering. Furthermore, TEPs allow shelter staff to begin registering individuals for shelter services which provide the Mass Care Branch with information about service needs (e.g., animal sheltering, medical support, feeding, etc.) as well as to obtain an approximate count of individuals needing shelter. Many times, evacuations are short-lived, and TEPs may be the only solution needed. TEPs may not be used in all evacuation circumstances. If sheltering is needed, transportation may be provided from TEPs to mass care facility locations. Two other types of TEPs include:

- **Emergency respite site.** A location along an evacuation route that can support both self-transported and transportation-assisted impacted populations Respite sites may include fuel stations, restroom facilities, and should provide access to water.

- **Regional hub reception center (RHRC).** A regional facility where impacted populations can receive assistance in identifying the most appropriate shelter location for their needs. RHRCs are typically state-run and employed during significant multi-jurisdictional, multiregional events.

TEPs can be utilized to gather information (such as service needs and numbers) for the establishment of other mass care facilities and disaster animal shelters. These sites can also serve as collection points to consolidate individuals and companion animals for transport on mass transit systems to alleviate congestion on roadways.

In rare cases, such as hazardous material incidents or chemical, biological, radioactive or nuclear, and explosive (CBRNE) incidents, TEPs may also contain decontamination and/or mass prophylaxis stations.

3.1.6.2 Mass Care Facility

A mass care facility is one where an impacted population who needs support is evaluated and can receive disaster services from government agencies and/or pre-established volunteer organizations. Meals and water are available as well as basic first aid, companion and service animal sheltering (if applicable), and dormitory services. Hygiene support and basic disaster services (e.g., counseling, financial assistance, referral) should also be available, though these are usually offered in a location separate from dormitory services.

- **Congregate sheltering** is defined as temporary housing where individuals and households are sheltered together, usually in a large common area or areas. It is the most common type of

disaster sheltering. Little privacy is available, but it is the most efficient method for providing support services to large numbers of people. This allows for a greater number of jurisdictional resources to be dedicated to other operational priorities and, in most cases, allows for a faster recovery.

- **Non-congregate sheltering** is defined as temporary housing in which each individual or household has living space that offers some level of privacy (e.g., hotels, motels, casinos, dormitories, or retreat camps). During periods of high transmission of infectious diseases, such as a pandemic, this type of shelter is preferred and may even be required. Non-congregate sheltering is also ideal when there has been a significant impact on households due to a large-scale or catastrophic disaster, and the need for sheltering is anticipated to remain for an extended period. In such cases, sheltering may begin in congregate facilities, but the transition to non-congregate or modified congregate comes later in the response period. Other situations may be identified that are best supported by non-congregate sheltering as well, such as providing additional support for vulnerable populations such as individuals with DAFN.

- **Modified congregate sheltering** is defined as temporary housing in a congregate environment but with modifications in place to limit the risk of exposure to infectious disease. This may include capping the number of individuals who can be housed in one space (such as 50% of capacity by fire code), protocols for spacing between individuals/families (such as 6' between cots), or other modifications. Modified congregate sheltering may be used when non-congregate sheltering is preferable, but resources are unavailable to support it.

3.1.6.3 Heating/cooling shelter

Heating and cooling shelters provide a climate-controlled environment as a respite for affected persons during the hottest or coldest part of a day. They have limited mass feeding, mainly snacks, and hydration. Given these sites have power, they may also have charging capabilities.

- **Cooling centers** generally provide services during the mid to late afternoon and have no dormitory function.

- **Heating centers** generally operate overnight but not during the day and may have a dormitory function.

Heating/cooling shelters may be needed at any time of year but are most likely to be opened during extended power outages and/or extreme weather events. Facilities that lend themselves to cooling centers (depending on power generation and current use) include public libraries and parks and recreation facilities. Private facilities that are open to the public and that can provide respite from the heat are referred to as cooling spaces. Since heating shelters typically have a dormitory function, facilities that have been pre-identified for mass care facility use tend to be good options.

3.1.6.4 Bulk Distribution

Methods of bulk distribution describe how commodities are provided directly to the impacted communities. The planned distribution includes robust yet scalable methods to accommodate any level of disaster and support the characteristics of the affected communities. Two common methods include:

- **Direct distribution:** Supplies are initially moved to a central location for staff to collect and redistribute through "door-to-door" residential delivery.

- **Commodity Points of Distribution (C-PODs):** Initial (accessible) point(s) where impacted populations can obtain emergency relief supplies. C-PODs can be located in accessible open areas or existing community infrastructures (e.g., schools, athletic facilities, community centers) or accessible care facilities (e.g., shelters, food banks, cooling/warming stations, feeding kitchens).

3.1.6.5 Family Assistance Center (FAC)

FACs provide a gathering space and support services for families and loved ones of victims immediately after an event. Services provided may include, but are not limited to:

- Disaster mental health

- Incident status information

- Referral to recovery services

See Section 3.1.6 for more information on these types of services.

Incidental reunification may happen at a FAC but is typically conducted in a separate facility specific to that operation.

More information can be found in the *Ramsey County Family Assistance Center Plan*.

3.1.7 ADDITIONAL MASS CARE SERVICES

The following sections outlines other types of mass care that may be provided to impacted populations following a disaster. These services can be provided on their own or in combination and may be provided within or separate from a shelter environment. Note that the types of mass care services provided following a disaster will be impacted by disaster type and impact, available resources, accessibility and cultural considerations, and community need.

3.1.7.1 Animal Services

Animal services are an essential component of shelter planning. Experience has shown that many people will not seek shelter unless their domestic animals are attended to. Incident planning assumptions must account for people arriving at general shelters with companion and service animals. Service animals are not pets. Service animals can accompany their owners while staying in human shelter facilities.

Other animals must be allowed to shelter as close as possible to human shelters to facilitate care coordination. If sheltering is taking place in an infectious disease environment, restrictions on the ability of owners to interact with their pets will need to be put in place to reduce the possible spread of communicable diseases.

More information about animal services for shelter operations is available in the *Ramsey County Animal Services Standard Operation Guide*.

3.1.7.2 Bulk Distribution of Emergency Relief Items

Regardless of shelter status, individuals and families may need assistance in obtaining key commodities following a disaster. Points of distribution of these commodities may be located at fixed locations or provided through mobile units, ensuring mobile units are prioritized for neighborhoods with high levels of disproportionately impacted populations. These activities should be coordinated through the EOC Operations Section and supported through the EOC Logistics Section.

Emergency relief items generally include blankets and comfort kits (hygiene items). American Red Cross (ARC) Minnesota Region, Minnesota Volunteer Organizations Active in Disaster (VOAD), and other community-based organizations (CBOs) may also supply other goods such as cleaning products, flashlights, tarps, shovels, rakes, water, gloves, and protective masks to those affected by disaster to assist with cleanup efforts at their primary place of residence. Propane and camp stoves may be provided for feeding support for those not staying in shelters depending on the time of year and availability.

The ability of the supply chain to meet the culturally appropriate needs of disaster-impacted populations must be carefully monitored and planning for effective, equitable distribution methods made accordingly.

3.1.7.3 Childcare

Childcare services including supervision within a safe space and provision of basic needs allow adult-impacted populations the opportunity to connect with recovery services, continue working, and seek self-care, including disaster mental health services. Childcare should only be provided by a licensed provider under a written agreement.

3.1.7.4 Disaster Mental Health

Disaster mental health services should be made available to all affected populations, including responders. Community Health Services (CHS) will oversee these services, which may include crisis intervention, psychological first aid, and other services to impacted populations and shelter staff. Such services may be supplemented by ARC disaster mental health staff and/or other CBOs. Medical Reserve Corps (MRC) counseling professionals may also support this task, and therapy companion animals may be considered for use to help alleviate stress.

3.1.7.5 Feeding

Feeding services may include hot or shelf-stable meals, infant formula, baby food, snacks, beverages, and food packages as well as diverse dietary and culturally appropriate meals (e.g., low sodium, low fat, vegetarian/vegan, halal, kosher). Feeding may be provided through a variety of means, including pre-packaged, cafeteria, food truck, etc. Primary responsibility for mass feeding services may rely upon the Salvation Army and other VOADS and/or the EOC Operations section with additional support from the state and mutual aid as needed.

The County will make every practicable effort to accommodate the dietary needs of shelter clients. The County will coordinate with mass feeding service providers and other available resources to provide dietary items such as non-pork products, meatless products, low sugar products, etc., where possible.

Two common methods of mass feeding include fixed or mobile (see Section 3.5.1.4 Points of Distribution). Most mass feeding will be accomplished through direct distribution during shelter-in-place operations or as necessary to equitably address the unique cultural and accessibility needs of the County's diverse populations. Direct distribution may be accomplished through assistance from Meals on Wheels and similar CBOs that regularly provide this service and have established relationships and processes. In a large disaster, a call center may support registering those individuals who require direct distribution.

In addition, CHS will coordinate eligibility screening for emergency assistance and food support benefits, authorizing additional benefits and replacement electronic benefits transfer (EBT) cards for current income and food support recipients.

3.1.7.6 Incident Status Information

It is important to keep the public informed on the incident status. Impacted populations are likely to be especially interested in information related to their impacted neighborhood and community areas. Therefore, message boards must be updated regularly. If radio listening or television viewing options are made available within shelters, these should be sequestered away from the common area so that impacted populations can listen to or view news at times of their choosing. Culturally appropriate, understandable, and ADA accessible incident updates will be accommodated and prioritized. Changes to evolving communication needs may require collaboration and repeated feedback cycles with key community leaders of the disproportionately impacted populations, particularly for message language translations.

It is important that all incident status information come from the EOC PIO or JIC representative. Some impacted populations may find it difficult to listen to around-the-clock coverage of disaster information. Establishing and sustaining trusted feedback loops on the communications outreach will be critical for ensuring effective public information messaging, reducing emotional distress, and maintaining community focus on their resiliency and progress towards an informed, equitable recovery.

3.1.7.7 Medical Health Services

Health care issues will arise in shelter facilities; therefore, ensure informed access to adequate, equitably, and culturally competent health care services for all impacted community members, prioritizing known high risk populations. It is also necessary to maintain records of all health incidents and related actions taken. Some impacted populations within general population shelters may have medical needs that cannot be met within the shelter environment. Proactively address the provision of culturally competent medical health services to ensure equity for each diverse population that may require interpreters and other accessibility support services.

Ramsey County MRC will act as the lead agency for medical and health services, including infection prevention and control at each shelter. During an incident necessitating multiple shelter sites, MRC-coordinated medical services may be provided at only one or a small number of specified shelter sites.

3.1.7.8 Referral to Recovery Services

Once an incident begins to stabilize, recovery resources will become available for individuals and families. These may be provided through federal or state partners, local government, ARC, or other

community partners and CBOs. MCS staff should serve as a conduit to provide information about and access to these services as they become available.

3.1.7.9 Reunification

The ARC is experienced in and has systems in place for collecting, receiving, and reporting information about the status of impacted individuals in disasters and emergencies. The Shelter Manager will coordinate with ARC to assist in providing Safe and Well inquiry services.

3.1.7.10 Other Services

Especially in long-term shelters, additional services may be needed. These include things such as laundry, the internet, cultural brokering, and social services. Many of these services will be filled by CBOs, faith-based organizations, and private sector organizations that send relief teams to the affected area. The County will remain vigilant to evolving opportunities for community support, particularly from emerging organizations that provide services to diverse populations, often informed through ongoing inquiry and feedback from shelter residents.

It is critical that all organizations offering such services coordinate through the EOC and do not self-deploy to shelters. Relief teams arriving on-site at shelters who have not been vetted and formally activated should not be allowed entry and should be redirected to the EOC. This includes attempts to set up services in the parking lot or other facility grounds.

3.1.8 DIVERSE POPULATION CONSIDERATIONS

3.1.8.1 Children and Unaccompanied Minors

The specific needs of children and unaccompanied minors must be considered during MCS operations. Children and unaccompanied minors present a unique set of considerations, such as logistical requirements, mental health support, medical needs, shelter placement, transport, and other services. In accordance with ARC policy, shelter staff will identify any unaccompanied minors. Community Social Services (CSS) is responsible for the development of a process for reunification with a parent/guardian or for care when a parent or guardian cannot be located.

More information can be found in the *Ramsey County Family Assistance Center Plan* and in Section 3.1.6.3 Childcare.

3.1.8.2 Disabilities and Access and Functional Needs

Individuals with DAFN may include, but are not limited to, individuals with disabilities, older adults, individuals who are blind, deaf, hard of hearing, have speech and language disabilities; mental health conditions, learning, intellectual and developmental disabilities, and chemical sensitivities; unaccompanied minors, individuals with limited English proficiency (LEP), limited access to transportation, limited access to digital services (e.g., Wi-Fi/internet); single mothers, and/or limited access to financial resources to prepare for, respond to, and recover from an emergency. Through times of disaster, jurisdictions should still comply with regulations and laws regulating the care of individuals with DAFN, such as the Americans with Disabilities Act (ADA) as well as other federal, state, and local laws and statutes.

Populations evacuating an impacted area or presenting at a heating/cooling center may include some individuals with health or medical needs who normally require home- and community-based services. Conditions that may have been under control before evacuation may be exacerbated, and health conditions may degrade during the evacuation process. Impacted populations with such needs may require ongoing health support in host areas, and jurisdictions should ensure impacted populations obtain that support. Federal law requires individuals with DAFN are not separated from assistive devices, service animals, or personal care assistants during evacuation and transportation to mass care facilities. Separation from these resources will jeopardize the health, safety, and independence of impacted populations with DAFN.

Support can be requested from the Ramsey County Disability Office and Functional Assistance Service Teams (FAST) may be requested from the State. FAST teams are often used to provide screening for needed services and other types of assistance. Partnering with Whole Community stakeholders results in more inclusive and integrated emergency planning. Such partners include local independent living centers, regional centers, Areas on Aging, agencies serving the deaf and hard of hearing, paratransit providers, and other CBOs that support individuals with access or functional needs.

Considerations for providing accommodations include, but are not exclusive to, the following:

3.1.8.2.1 Assistance

- Availability of personal services assistants (PSA) specific to the activities of daily living (e.g., aiding in restrooms, assistance getting dressed, grooming, bathing, etc.). Examples of PSAs include In-Home Support Services (IHSS) workers and local home health agencies. This will be necessary if the nurses are understaffed.

- Allowance of caregivers or accompanying PSA and the provision of protective equipment for individuals who accompany impacted populations.

- Pharmaceutical medications and Durable Medical Equipment (DME) may be necessary to maintain the health and safety of some impacted populations with DAFN.

- An established process and place for impacted populations to request DAFN-specific resources, such as DME, privacy screens, quiet rooms, etc.

- Ensuring a process of delivering/facilitating individual assistance (IA) programs and services for individuals with DAFN.

- Feeding plans that account for dietary needs (e.g., allergies, restricted diets, soft foods, etc.) and culturally appropriate foods.

3.1.8.2.2 Communications

Populations with DAFN may require accommodations to receive and utilize emergency communications regarding MCS. MCS leadership will work with the PIO or JIC team to ensure inclusive communications are utilized at all sites, and in all communications regarding the MCS services, to ensure messages can be received and clearly understood by all diverse populations, including those who are sight- and hearing-impaired and those with limited English proficiency or non-English speaking.

- Providing access to certified American Sign Language (ASL) interpretation through an ASL or Disaster Response Interpreter (DRI) or via Video Remote Interpreting (VRI) services.

- TTYs, hearing aids, captioned telephones, and pocket talkers to assist individuals who are deaf or hard of hearing.

- Handouts in multiple languages, large print, interpreting support (e.g., using pictograms, plain language, low literacy, clear signage).

- People who have visual impairments may need written materials (such as registration forms, daily shelter schedules, recovery information etc.) presented verbally or presented in alternate formats such as large print, Braille, or audio.

3.1.8.2.3 Transportation

- Provision of transportation, including wheelchair-accessible vehicles for impacted populations to arrive and return home.

- Assistance in transporting disability equipment and supplies (e.g., portable oxygen, portable toilets, communications devices, service animals).

- Coordination with public transportation resources.

- Agreements with taxi companies or "rideshare" services.

- Agreements or MOUs with disability and senior service providers who have accessible van and shuttle services.

- Provision of assistance in getting individuals from their home to the curb or the door (vehicle drivers may not provide this assistance).

3.1.8.3 Domestic/Sexual Violence Victims

Domestic and sexual violence leaves long-lasting impacts on impacted populations. Ramsey County is home to domestic/sexual violence shelters and service organizations that could be impacted during an evacuation or shelter-in-place situation. Shelter managers and management teams should strive to provide additional protections for those who have already survived domestic and sexual violence as well as prevent these acts from occurring during the operation of shelters with displaced individuals. There is potential for an increase in domestic/sexual violence following a disaster.

In addition, clients currently living in community domestic or sexual violence shelters may need to evacuate to emergency shelters due to the impacts of a threat or hazard. Shelter operators need to ensure additional precautions are taken for these clients during the registration process and during shelter stays. Of note, shelter operators and managers should adhere to the following practices:

- Handle personally identifiable information (PII) according to the County Data Management Policy.

- Ensure ample room is provided between registering shelter clients to maintain confidentiality.

- Make additional safety arrangements for clients who identify their current or former abuser residing within the same facility.

- Be quick to act if a client notifies staff that they are currently being abused or trafficked.

- Provide appropriate support to clients who have experienced prior abuse within a shelter facility.

Evacuation site managers should visibly post telephone numbers for local domestic violence shelters and national providers such as the National Domestic Violence Hotline: 1-800-799-SAFE (1-800-799-7233) or (1-800-787-3224) TeleTYpe (TTY) and the National Human Traffic Hotline (1-888-373-7888) in emergency shelter areas.

3.1.8.4 Religious and Cultural Considerations

Religious and cultural considerations should be considered when providing MCS services. Areas to pay attention to include language needs (shelter information should be provided in the languages spoken in the community), dietary needs (whenever possible, plan menus to incorporate ethnic preferences and religious restrictions), dormitory layout (impacted populations may have preferences that require separation of males and females or close quartering of families), requests related to religious observance (e.g., room to accommodate prayer), and other cultural, religious, or ethnic customs.

3.1.8.5 Undocumented Populations

In Ramsey County, immigration status is not requested or collected during MCS operations. Immigration enforcement threats have led immigrants to question whether it is safe to seek shelter following disaster and may deter them from seeking critical services. Ramsey County does not require any proof of residency status and will provide disaster sheltering to all impacted populations.

The U.S. Department of Homeland Security (DHS), along with U.S. Immigration and Customs Enforcement (ICE) and U.S. Customs and Border Protection (CBP), released a statement on September 28, 2022, reminding the public that emergency response and relief sites are considered protected areas, or areas that are generally protected from enforcement actions by ICE and CBP.

3.1.8.6 Unhoused Populations

People who are experiencing homelessness may have limited resources and are also likely to be more adversely impacted by any environmental hazards such as extreme temperature events and hazardous material spills. Messages communicated through mainstream media sources may not reach them, because many of these individuals have no access to radio, television, or the internet. Some may be illiterate or have limited English proficiency, so written communication may also be ineffective with this population. The most common form of communication in this population is word-of-mouth, leading to the spread of inaccurate rumors and misunderstandings that may have serious consequences during an emergency. Some homeless people have access to cell phones. However, their use of this technology is based on limited minutes and access to charging.

To communicate disaster and disaster service information to people without homes, the Mass Care Branch will work with County departments and other community service providers to communicate culturally competent and inclusive emergency information quickly and effectively by deploying outreach teams to notify other homeless people dispersed throughout the community. Outreach teams making notifications can also transport people to shelters or designated pickup points for evacuation. Outreach teams employed by homeless service providers are familiar with homeless communities, have

established trust and credibility, and are better able to negotiate with people who might resist evacuation efforts. Jurisdictions should coordinate outreach teams, drivers, and accessible vehicles in advance and assign them to specific designations as soon as possible to prevent delays during a potentially small window of time.

3.1.8.7 LGBTQI+ Populations

The safety and privacy concerns of LGBTQI+ shelter residents should be planned for and continually monitored to ensure equal and inclusive treatment and comfort for all individuals in the shelter site. Clearly communicate respect for all of those taking shelter through multiple approaches including written materials and publicly displayed icon signage about safety. Plan for transparent protocols for potentially sensitive issues such as gender identification and bathroom access. Provide safe reporting protocols and transparent mediation processes for issues or perceived concerns that may arise.

3.1.9 ADDITIONAL SHELTER CONSIDERATIONS

3.1.9.1 Cleaning and Other Environmental Health Factors

The quality of life in any shelter environment with large numbers of people living in close quarters will be affected. Shelter planning should consider the environmental factors that may affect the overall health of impacted populations. This includes issues like the condition of the facility, food safety, sanitation, drinking water, and sleeping areas. SPRCPH Environmental Health will coordinate services to ensure safe environmental health conditions at mass care facilities.

3.1.9.2 Quiet Room for Nursing Mothers, Children, and Others

Quiet room space should be set aside for nursing mothers, overstimulated children, and those who suffer from anxiety or need tranquility. This may require specialized resources (e.g., breast pumps, mental health services) that can be coordinated through Ramsey County Women Infant Children (WIC) and Health Communities Divisions.

3.1.9.3 Security

Maintaining a safe environment in all mass care facilities is a MCS operational priority. Controlling access is of great importance. If fencing is not available, procuring fencing to control access will be needed around the perimeter. Other security measures include:

- Client and staff identification system (such as wristbands).
- Check-in/check-out procedures.
- Single entrance/exit.
- Additional exits locked from the inside to allow emergency exits but no entrance.
- On-scene security.

Security personnel and equipment may be obtained via a resource request through the EOC Logistics Section. Preferably, at least one licensed peace officer will serve as security lead for each facility (may be uniformed or ununiformed depending on the situation).

3.1.9.4 Sharing of Shelter Client Information

In accordance with confidentiality considerations and data privacy laws, personal information about shelter clients will not be released to the public and all staff will adhere to the County Data Security Policy. Information about shelter operations and clients will be handled via American Disaster Welfare Inquiry procedures. Only general information about the numbers of clients and other information allowable under ARC, local, state, and national privacy rules, and deemed necessary to operations will be shared with appropriate incident personnel. Media access is only provided under expressed permission and accompaniment of the PIO.

3.2 Organization

All incidents begin and end at the local level. Municipalities retain primary responsibility for command and control of incidents occurring within their jurisdiction unless a delegation of authority is in place. This annex has been created with the understanding that critical tasks and key operational activities are applicable to municipalities first unless there is a delegation of authority in place, the responsibility for that function is already assigned to a county agency, or county support has been requested.

Typically, a municipality will organize an EOC response to support field response when support and coordination of an incident is necessary. RCEOC activation is done at the discretion of the RCEMHS Director or duty officer when large or extremely complex incidents occur to provide multi-jurisdictional coordination, or at the request of an affected municipality.

The EOC substructure involved with overseeing the MCS function is displayed in the figure below. Groups may be added, removed, or combined as needed to reflect the size and complexity of the response.
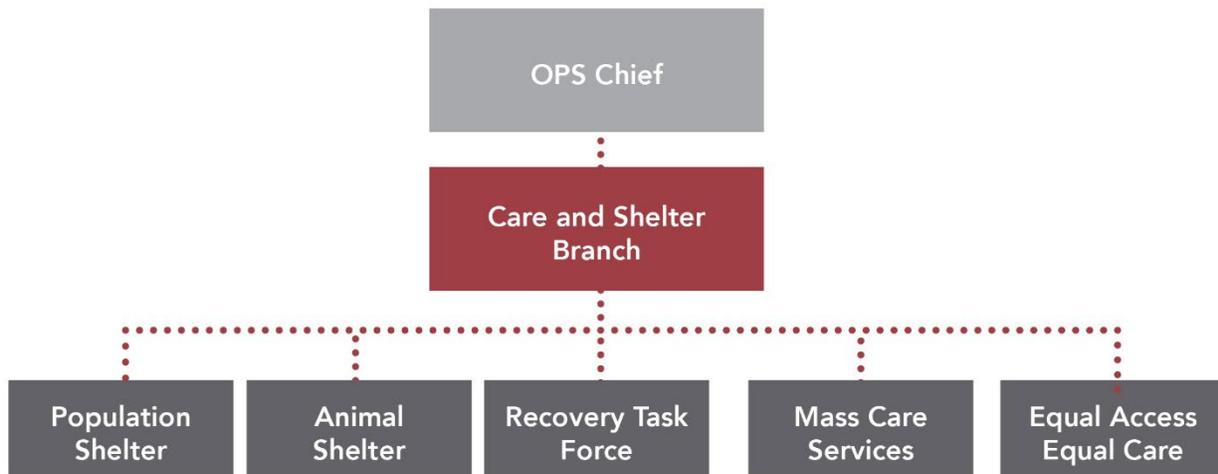
Figure 2: Mass Care and Shelter EOC Organization Chart

MCS operations are a function of the Operations Section. Once the Annex is activated, the assigned Lead will report to the EOC as the Mass Care Branch Director and will be supervised by the EOC Operations Section Chief. The Mass Care Branch Director will coordinate with any MCS municipal liaisons working in municipal EOC / Incident Command Posts (ICPs) and liaisons from voluntary agencies participating in MCS functions. The Mass Care Branch Director may assign assistants and subordinates as needed.

The following groups may be considered for activation by the Mass Care Branch Director:

- **General Population Shelter Group:** Coordinates the sheltering of displaced human populations. Works with ARC and the Protective Action Coordination Branch on sheltering displaced human populations. The General Population Shelter Group is led by a General Population Shelter Group Supervisor. ARC personnel will serve as Shelter Site Managers, as available.

- **Animal Services Group:** Coordinates the sheltering of animal populations. Works with Ramsey County Sheriff's Office (RCSO) Animal Control and the Protective Action Coordination Branch on sheltering displaced animal populations. The Animal Services Group is led by an Animal Services Group Supervisor.

- **Recovery Task Force:** Coordinates the transition to facilitate the integration of recovery efforts, such as long-term disaster housing and referral to recovery services for impacted populations. The Recovery Task Force may be led by a Disaster Recovery Coordinator during the disaster recovery phase. For additional information about the Recovery Task Force and Disaster Recovery Coordinator, refer to the Recovery Annex.

- **Mass Care Services Group:** Coordinates the provision of mass care services (excluding shelter and recovery services) for impacted populations. May work with the other Mass Care Branch groups, Red Cross, and other government, nongovernment, and community-based organizations. The Mass Care Services Group is led by a Mass Care Services Group Supervisor.

- **Equity and Disability Care Group:** Responsible for assisting with planning for and implementing MCS related to individuals with DAFN, cultural considerations, and those who are undocumented. May work with members of diverse populations reflecting the Whole Community. The Equity and Disability Care Group is led by an Equity and Disability Care Leader.

MCS services for incident responders is a function of the Logistics Section but may receive support from the Mass Care Branch within Operations.

All MCS operations will operate using Incident Command System (ICS) concepts and structure, with the Site Manager serving as IC for that facility.

Additional information about the roles and responsibilities of these groups may be found in Section 3.5: Key Operational Activities.

3.3 Assignment of Responsibilities

References to municipal assignments are provided as guidance only. This Annex does not supersede existing municipal policy.

3.3.1 RAMSEY COUNTY EMERGENCY MANAGEMENT AND HOMELAND SECURITY (RCEMHS)

Type: Government Agency (County)	Role: Coordinate
Preparedness Activities	
	Maintain the CEOP and Mass Care and Shelter Annex.
	Provide training and exercise regularly to maintain familiarity with the CEOP and this Annex.
	Establish and maintain any necessary MOUs with support agencies performing the critical functions of this Annex.

Response Activities
Activate the CEOP and this Annex as necessary. (Incident Manager)
Notify those with responsibilities assigned under this Annex of its activation as well as the County Manager and the MN HSEM Metro Region Program Coordinator. (Duty Officer)
May make recommendations to a municipality's mayor regarding MCS operations and/or a Declaration of Emergency.

3.3.2 RAMSEY COUNTY EMERGENCY OPERATIONS CENTER (RCEOC)

Type: Government Organization (County)	Role: Coordinate
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Support MCS operations with affected municipalities in accordance with this plan.	
Activate the PIO and JIC to support public messaging efforts related to MCS.	
Coordinate with municipal EOC PIOs and/or establish a JIC to support public messaging efforts related to MCS.	
Request mutual aid or state support as needed to fulfill MCS functions.	

3.3.3 ST. PAUL - RAMSEY COUNTY PUBLIC HEALTH (SPRCPH)

Type: Government Agency (County)	Role: Lead
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Oversee strategic and long-term MCS planning within the county.	
Maintain a database of potential mass care facility locations and other resources, including an annual survey of facilities to ensure their continued suitability for use as a shelter, compliance with ADA Standards, and verifying current points of contact.	
Response Activities	
Provide a staff member to serve as the Mass Care Branch Director when this Annex is activated.	
Lead MCS operations.	
Communicate and coordinate with municipal liaisons to receive situational reporting on municipal activities and needs as related to the MCS function.	
Coordinate with ARC and other CBOs to establish, activate, operate, and deactivate mass care facilities as needed.	
Coordinate with cooperative partners and contract services to ensure that each mass care facility has power, sanitation facilities, clean water, and food supplies to support the health and well-being of its clients.	
Coordinate the delivery of additional mass care services at County-run mass care facilities or at municipal mass care facilities upon request.	

3.3.4 MUNICIPAL EMERGENCY MANAGEMENT AGENCY (EMA)

Type: Government Agency (Municipal)	Role: Coordinate
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Maintain a list of all municipal facilities designated as potential mass care locations.	
Response Activities	
Share situational awareness for a common operating picture in the regional using established situational reporting processes.	
Assign a municipal MCS liaison from their jurisdiction.	
Ensure municipal-operated mass care facilities have power, sanitation facilities, clean water, and food supplies to support the health and well-being of its clients.	
Coordinate with RCEMHS/RCEOC to obtain MCS support and coordination as needed.	

3.3.5 ADVENTIST COMMUNITY SERVICES (AVS)

Type: Nongovernmental Organization (Faith-based)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide bulk distribution warehousing.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's Public Assistance Program Policy Guide (PAPPG) using procedures provided by the EOC Finance Section.	

3.3.6 AMERICAN RED CROSS MINNESOTA REGION (ARC)

Type: Quasi-Governmental Organization	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide trained staff to serve as Shelter Managers for General Population Shelters, as available.	
Support County and municipal mass care facilities with the mass care services provided through ARC such as nurses, Safe and Well inquiries, psychological first aid, and mass care feeding.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.7 MN VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (MNVOAD)

Type: Nongovernmental Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Coordinate with Mass Care Branch staff to assist with locating additional MCS services as needed.	
Track and maintain volunteer hours and associated costs related to MCS activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.8 MUNICIPAL COMMUNITY EMERGENCY RESPONSE TEAM (CERT)

Type: Community-Based Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide mass care service support, as requested, when appropriately trained and available.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.9 MUNICIPAL LAW ENFORCEMENT

Type: Government Agency (Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide and/or coordinate security at mass care facilities operated within their jurisdiction.	

3.3.10 MUNICIPAL PUBLIC WORKS

Type: Government Department (Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Prior to opening a mass care facility, work with appropriate building officials to coordinate the inspection of such facilities for structural integrity.	
Work with appropriate building officials to coordinate the inspection of mass care facilities for structural integrity, code compliance, and general safety during operation.	

Install or arrange for temporary barricades and signage to assist with mass care facility foot and vehicle traffic management.

3.3.11 RAMSEY COUNTY CERT

Type: Community-Based Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide mass care service support, as requested, when appropriately trained and available.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.12 RAMSEY COUNTY COMMUNITY SOCIAL SERVICES (CSS)

Type: Government Agency (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Upon the request of SPRCPH, activate the CHS Mental Health Disaster Team to support mass care service delivery.	
Upon the request of SPRCPH, activate the appropriate County resources to support mass care service delivery.	
Assist in the administration of disaster assistance programs.	
Coordinate support services for all diverse populations.	
Coordinate efforts to replace destroyed personal property.	
Coordinate efforts to locate and secure limited-term housing.	

3.3.13 RAMSEY COUNTY DEPARTMENT OF PROPERTY MANAGEMENT

Type: Government Department (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Maintain a list of addresses, points of contact, and MOUs or other contracts for properties that can be used to fulfill the facility types outlined in Section 3.1.7. and provide such information to RCEMHS at least annually.	
Response Activities	
Inspect and support the activation and demobilization of facilities to be used for volunteer and donations management functions.	

3.3.14 RAMSEY COUNTY MEDICAL RESERVE CORP (MRC)

Type: Non-Governmental Organization (Disaster Response)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Upon the request of SPRCPH, activate the MRC Team to support mass care service delivery, to include specialists in medical, mental health, and veterinary services.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.15 RAMSEY COUNTY PARKS AND RECREATION

Type: Government Department (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Coordinate with SPRCPH to maintain a list of Parks and Recreation facilities that can potentially be utilized as mass care facilities.	
Response Activities	
Provide personnel as available and appropriate to support operations at any Parks and Recreation facility activated as a mass care facility.	
Coordinate with Ramsey County Public Works for post-disaster structural inspection of any Parks and Recreation facility activated as a mass care facility.	
Coordinate with SPRCPH for health inspections of any Parks and Recreation facility activated as a mass care facility.	
Assist SPRCPH for coordination with any Parks and Recreation vendors that mass assist with mass care service support such as food and sanitation vendors.	

3.3.16 RAMSEY COUNTY PUBLIC WORKS

Type: Government Department (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Prior to opening a mass care facility, work with appropriate building officials to coordinate the inspection of such facilities for structural integrity.	
Work with appropriate building officials to coordinate the inspection of mass care facilities for structural integrity, code compliance, and general safety during operation.	
Install or arrange for temporary barricades and signage to assist with mass care facility foot and vehicle traffic management.	

3.3.17 RAMSEY COUNTY SCHOOL DISTRICTS

Type: Special District	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
Provide for sheltering and feeding and safety of students, staff, and their families at schools designated as shelter facilities in accordance with district policies.	

3.3.18 RAMSEY COUNTY SHERIFF'S OFFICE (RCSO)

Type: Government Agency (County)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Coordinate pre-disaster outreach and education for personal and pet disaster preparedness.	
Conduct pre-disaster planning to identify local veterinary support and partner organizations to augment disaster pet sheltering capabilities.	
Response Activities	
Provide and/or coordinate security at mass care facilities operated within their jurisdiction.	
Request the assistance of the National Guard as necessary.	
Coordinate sheltering and care of domestic household pets and service animals.	

3.3.19 SALVATION ARMY

Type: Nongovernmental Organization (Faith Based)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
If available and willing, train and exercise regularly to achieve familiarity with the CEOP and this Annex.	
Response Activities	
If available, establish feeding operations to offer quality food and hydration to both responders and those impacted by disaster.	
Track and maintain volunteer hours and associated costs related to MCS operation activities in accordance with FEMA's PAPPG using procedures provided by the EOC Finance Section.	

3.3.20 RAMSEY COUNTY LIBRARIES

Type: Government Department (County/Municipal)	Role: Support
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Develop site-specific plans for supporting extreme temperature incidents.	
Response Activities	
Provide cooling/warming locations for the general public during extreme temperature incidents.	

3.3.21 VISITORS AND RESIDENTS OF RAMSEY COUNTY

Type: Public	Role: Impacted Population
Preparedness Activities	
Provide input to RCEMHS on the management and maintenance of this Annex.	
Develop individual and household plans for responding to MCS incidents.	
Response Activities	
Utilize mass care facilities and services as needed.	

3.4 Available Resources and Identified Resource Gaps

3.4.1 GENERAL

To obtain mass care and shelter resources, shelter operators/managers should submit a resource request to the EOC Mass Care Branch with details specifying the type(s) of resources needed, number, expected duration of use, and deployment location. Include information about potential resource sources if known. Requests will be validated, consolidated, reviewed for approval, and submitted to EOC Logistics via an ICS Form 213RR for processing.

3.4.2 FACILITIES

Where available, municipalities are encouraged to pre-identify potential TEPs, mass care, and shelter-in-place locations within communities. Updated lists should be forwarded to the County and included in Section 3: Support Sections and Documents. This section also contains the current list of approved ARC shelters (the County must coordinate the use of facilities through ARC per the current agreement structure.)

3.4.3 STAFFING AND PERSONNEL

The SPRCPH and its associated personnel are considered key staff for the MCS function. The ARC will provide trained sheltering staff reflecting diverse populations as available to manage and operate a municipal or County shelter or assist municipal or County staff at the request of the RCEOC. Additional roles may be filled by County staff mutual aid, state and federal support, VOADS, CBOs, and other volunteers. A MCS priority will be providing culturally and racially diverse shelter site support staff that are culturally competent in their knowledge and support of the diverse populations displaced. Supplemental staff may receive just-in-time training to fulfill their roles.

The ARC Shelter Staffing Tool can assist in determining staffing levels needed based on the number of expected shelter clients.

3.4.4 DATA MANAGEMENT AND TECHNOLOGY

All data management and technology services will be requested via County IS.

3.4.5 SUPPLIES

The following entities can provide various types of congregate shelter supplies as noted. General shelter supplies typically contain cots, bedding, and comfort kits. DAFN shelter supplies may include mobility

devices and specialized cots. Animal service supplies may include crates, bedding, dishes, and leashes. Contact each entity early in shelter operations to obtain an updated list of available supplies.

- **General shelter supplies:** SPRCPH, municipalities, ARC, Urban Area Security Initiative (UASI) program

- Shelter supplies for diverse populations, including DAFN: SPRCPH, UASI

- Animal service supplies: UASI, municipalities

The following items, at a minimum, are needed to support the MCS function and are readily available through existing stock or for purchase:

- **Communication equipment:** cell phones and radios

- **Medical supplies:** basic first aid kit, automated external defibrillator (AED)

- **Personal protective equipment (PPE):** dependent on the nature of the disaster and any concurrent emergencies (such as a pandemic or high flu season); masks, gloves, goggles, and sanitizer

- **Internal and external directional signage:** signs for identifying evacuation routes and directing traffic and pedestrians to appropriate locations

- **Forms and documents:** a copy of this plan, including all associated forms and templates, a copy of existing municipal MCS plans, a contact list containing operational partners and resource suppliers

3.4.6 SECURITY

County and municipal law enforcement and reserves will be the main provider of security in shelters. However, in a large event, security may need to be obtained through a contract with a private security firm or through mutual aid. Low-level security may be provided by properly trained CERT volunteers.

3.5 Key Operational Activities

3.5.1 MASS CARE OPERATIONS

3.5.1.1 Mobilization

During an incident affecting the County and requiring community evacuations, the SPRCPH will conduct an initial sheltering assessment in consultation with municipalities, ARC, and relevant partner organizations/agencies that may own/operate the facilities, such as faith-based organizations.

The mobilization phase is characterized by:

- Notification and activation of EOC staff.

- Review of associated pre-developed plans, procedures, and protocols.

- Information gathering to create a common operating picture.

- Communication to identify any issues that may impact the implementation of an evacuation or sheltering operation (holidays, high tourism season, roadway construction, etc.).

- Coordination with potential risk and host area EOCs to identify populations at-risk, available evacuation routes, and possible host shelter destinations.

- Release of culturally-informed, accessible emergency public information through the County/municipal EOC PIO.

- Activation of emergency information telephone lines if necessary to respond to inquiries from the affected population.

3.5.1.2 Disaster Intelligence / Essential Elements of Information (EEIs)

The following EEIs will be gathered, at a minimum, to support disaster intelligence. EEIs should be communicated to the Mass Care Branch and forwarded to the Planning Section and other operational branches, as appropriate.

- The approximate number of people being evacuated or advised to shelter-in-place.

- The approximate number of people expected to request MCS services and type of services that are needed.

- Articulation of demographics of disproportionately impacted diverse populations.

- Information to inform and ensure equitable service delivery to disproportionately impacted diverse populations, including individuals with DAFN.

- Information on established service delivery points, to include at a minimum:

    o Facility location

    o Facility type

    o Operating hours

    o Services offered

    o Maximum capacity

    o Individuals served per operating period

    o Any unmet needs

- Local demographic information (social vulnerability index [SVI], English as a second language [ESL], etc.)

3.5.1.3 Mass Care and Shelter Site Operations

The Mass Care Branch Director makes the decision when and where to open Mass Care and Shelter Sites; the Director will notify the EOC Operations Chief of the decision and will assign appropriate personnel.

3.5.1.3.1 Prior to Opening

During an incident requiring MCS, the EOC will coordinate with the communities and relevant partner organizations/agencies that may own/operate the facilities, such as faith-based organizations, to establish appropriate MCS sites.

- **Activate site agreements.** The SPRCPH with EOC Logistics (if activated) will verify site availability and active site agreements for shelter locations if not already in place.

- **Activate personnel.** Staff and volunteers should be notified of pending assignments; personnel will be managed by the Site Manager.

- **Establish upward reporting.** The Site Manager will provide initial and ongoing status reports containing EEIs to the Group Supervisor within the designated reporting periods.

- **Coordinate resources and supplies.** Initiate request protocols with Logistics for supply and resupply as needed, activate documentation and record-keeping activities, maintain accounting and tracking of all operational and financial records for submission for reimbursement, contact transportation providers, and place on standby.

- **Activate vendor agreements.** The EOC will activate the sheltering agreement established with the ARC to open sites. Verify facility availability with the point of contact identified on the Site Agreement. Notify food vendors of pending operations.

- **Building and site inspection.** After a disaster that may have affected a site building's structural integrity, building and safety inspectors will inspect each site before occupancy and implement additional inspection requirements as needed for nonconventional/nontraditional sites. If structures are unsound or have not yet been inspected, consideration for sheltering outside in tents may need to be considered. All sites should be reviewed against the ADA Checklist for Emergency Shelters, including ADA showers, toilets, and handwashing stations; if unavailable, a resource request for these should be placed with the Logistics Section.

- **Deploy signage.** Display appropriate signage identifying the site and directing impacted populations where to park. During infectious disease periods, impacted populations may be asked to remain in their vehicles until services or sheltering is assigned and available.

- **Establish traffic flow.** Use directional signage and/or traffic cones to guide impacted populations in the parking lot.

3.5.1.3.2 Opening and Operating the Site

Once the site is established, the Site Manager ensures the following site operations, as relevant and appropriate:

- **Maintain safety.** Always wear appropriate PPE, such as high visibility vests.

- **Initiate shelter or FAC registration.** Use ARC forms for shelter, FAC, and reunification efforts; County forms for animal services or missing persons data. Establish arrival points and reception as appropriate. If a TEP was used, transfer registrations from the TEP sites to the shelter.

- **Conduct health screening (for shelters).** If a client answers any health-related question on the screening tool with a positive response, a Public Health Liaison should be contacted immediately to coordinate that client's service needs.

- **Evaluate companion animals sheltering.** Evaluate the potential need for animal sheltering and communicate the need to the EOC who will coordinate with the supporting entities (state or federal resources, or disaster animal welfare organizations).

- **Provide information, snacks, and water.** Distribute validated information from the PIO/JIC, snacks, and water to impacted populations while they wait for re-entry release or sheltering assignments.

- **Provide support services to impacted populations.** Activate support services as indicated in Section 3.1.6.

- **Support health and wellbeing of site staff.** Ensure that there is adequate staffing to provide breaks and schedule rotation; maintain proper PPE usage, check in on physical and mental health, and provide a process for risk/safety notification and resolution.

- **Maintain contact with the EOC.** Maintain ongoing contact to report EEIs, quantity of meals needed and provided, supply status and needs, and problems/issues, including equitable access and care needs.

3.5.1.3.3 Site Deactivation

The Mass Care Branch Director makes the decision to deactivate mass care and shelter sites and will notify the EOC Operations Chief of the decision. Usually, this decision is made after consultation with the Site Manager.

- Facilitate the transition from shelters to home or interim and/or permanent housing. Connect impacted populations with recovery services appropriate to the need.

- **Return sites to their normal and customary uses.** Remove signage. Clean and return all equipment and supplies, dispose of trash, and clean and sanitize facilities; replace used items, discontinue services that were conducted for shelter operation, such as janitorial or internet, transfer or release of shelter staff, complete walk-thru with facility point of contact; and arrange for repairs if needed.

- **Collect and report statistics and submit documentation.** All site data and backup documentation (number of individuals served, shelter and amenities provided, receipts, etc.) should be provided to the Site Manager and forwarded to the EOC Planning Section to help with future operational planning, budgeting, and to support cost reimbursement for presidentially declared disasters. (Individual data, documents containing information covered under the Health Insurance Portability and Accountability Act [HIPAA], etc. should be secured with the relevant organization or department or destroyed, as appropriate.)

3.5.2 LONG TERM OPERATIONS

In most emergencies, shelters will generally not operate for more than a week. However, in a catastrophic disaster, the County will likely need to work with state and federal partners to transition from emergency sheltering to long-term sheltering through programs such as rental assistance and direct housing.

3.5.2.1 FEMA Transitional Sheltering Assistance (TSA) Program

TSA allows impacted populations to utilize rooms at participating hotels and motels as a short-term sheltering solution until an intermediate or long-term housing solution is available. Eligible impacted populations are responsible for all other costs associated with lodging and amenities including, but not

limited to, incidental room charges, such as telephone, room service, food, etc. To determine their eligibility for the TSA program, impacted populations must register with FEMA by visiting www.DisasterAssistance.gov or calling (800) 621-3362 (TTY 800-462-7585).

3.5.2.2 FEMA Rental Assistance

FEMA may provide grants to eligible applicants to help impacted populations pay for temporary housing (i.e., renting a place to live temporarily). Rental assistance can be used for renting an apartment, house, travel trailer, or staying at a hotel, bed and breakfast, or another short-term rental. Expedited rental assistance is available for impacted populations who are unable to return to their homes or have destroyed homes. Eligible impacted populations can receive up to one month's rental assistance based on the fair market rate.

3.5.2.3 FEMA Direct Housing

Direct housing may include placing manufactured housing units (MHUs) and recreational vehicles (RVs) in existing commercial parks, campgrounds, or pre-existing pads that have direct access to utilities; placing MHUs and RVs on private property where codes, conditions, and support infrastructure are available; and repairing or making improvements to existing multifamily housing units (ex. apartments) for use by disaster wildfire impacted populations.

3.5.3 DEMOBILIZATION

During the demobilization phase, RCEMHS will support the transition back to steady state. This support includes the following key tasks:

- **Drawdown and return of resources.** County-provided personnel, supplies, and equipment are released from deployment and returned to their normal operating/storage location(s).

- **Collection and submission of documentation.** Examples include EOC activity logs, EOC action plans, receipts, contracts, and any other documentation that is not otherwise protected. Documentation should be turned in and maintained according to EOC procedures.

- **Public information.** Strategies should shift to connect residents and visitors with recovery services or long-term recovery groups as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. The County may benefit by engaging trusted community messengers and stakeholders to assist in adequate and sustained promotion of situational awareness to hard-to-reach populations.

- **Feedback and integration.** Appropriate level feedback (hotwash, debrief, after-action review) should be gathered from participating personnel and submitted for improvement planning.

- **Return to readiness.** Response trailers, supply caches, and other resources utilized during response must be replenished and returned to a state of readiness for the next activation.

4. Related Training

The following courses are suggested for those involved in the MCS function. This list is not exhaustive. Contact RCEMHS for more information about course registration.

American Red Cross Courses

- Introduction to Disaster Services

- Mass Care - An Overview

- Shelter Operations

FEMA Independent Study Courses

- ICS 100 Introduction to the Incident Command System

- ICS 200 Basic Incident Command System for Initial Response

- IS-10 Animals in Disasters: Awareness and Preparedness

- IS-11 Community Planning

- IS-26 Guide to Points of Distribution

- IS-111 Livestock in Disasters

- IS-368 Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations

- IS-405 Mass Care / Emergency Assistance Overview

- IS-700 NIMS Awareness

FEMA Residential/Non-Residential/Indirect Courses

- EO418 Mass Care – Emergency Assistance Planning and Operations

- EO419 Mass Care – Emergency Assistance Field Guide Training for State and Local Communities

- G0108 – Community Mass Care and Emergency Assistance

- G0418 – Mass Care / Emergency Assistance Planning and Operations

Additional Training

- AWR All Hazards Preparedness for Animals in Disasters

- First Aid / Cardiopulmonary Resuscitation (CPR)

- Local training available on FAC, animal services, etc.

- Any additional training mandated by state or federal regulations

To support the integration of DAFN communities in emergency response, training should incorporate DAFN planning considerations and representation.

5. Supplemental Documents / References

The following supplemental documents/references are key information for those involved in the MCS function. This list is not exhaustive. Contact RCEMHS or SPRCPH for more information.

- Ramsey County Animal Services Standard Operation Guide
- Mass Care Branch Director Job Action Sheet
- C-POD Plans
- EOC Family Assistance Services Coordination Guidelines
- Extreme Cold Sheltering Plan
- Family Assistance Services Plan
- Family Assistance Center Standard Operating Guidelines (SOG)
- Library Cooling Center Plan
- Mass Care shift staffing calculator (xlsx)
- ME Mass Fatalities Plan
- Protective Actions Annex
- Public Health Extreme Heat Plan
- (Draft) Reunification SOG
- Red Cross Emergency Shelters Map

The following references were also used:

- American Disability Association National Network. (n.d.) *What is the definition of disability under the ADA?* Retrieved from https://adata.org/faq/what-definition-disability-under-ada
- Federal Emergency Management Agency. (2020). *Mass Care / Emergency Assistance Pandemic Planning Considerations.* Retrieved from https://www.fema.gov/sites/default/files/2020-06/mcea_pandemic_planning_considerations_guide.pdf
- National Mass Care Strategy. (2022). *The National Mass Care Strategy*. Retrieved from https://nationalmasscarestrategy.org/

PLAN NAME	Community Lifelines
PLAN TYPE	Functional Annex
CEOP SECTION	Section 2: Plan Designation I
LEAD COORDINATING AGENCY	n/a
SUPPORT AGENCIES AND ORGANIZATIONS	n/a
LAST UPDATED	March 2023

1. Introduction

Community lifelines are considered the most vital services within a community that are essential to the health and safety, economic security, and/or the functioning of all other aspects of society. These lifelines are also necessary to ensure continuous operation of critical government and business functions and must be prioritized for stabilization as soon as possible after an incident.

Figure 1: Community Lifelines

Ramsey County Emergency Management and Homeland Security (RCEMHS) is the overall coordinating entity for response and recovery incidents, however, the lifeline components outlined below have a lead agency and several support agencies. If a lifeline component does not have a designated lead agency, RCEMHS will be the coordinating agency for that lifeline component. If an incident is fully under the direction of a municipality, the municipality will be the lead agency for that lifeline component, in coordination with the County as appropriate.

2. Lifeline: Safety and Security

The Safety and Security Lifeline encompasses public safety and government services, including law enforcement/security, fire service, search and rescue, and other functions to preserve community safety.

Roles and responsibilities for Law Enforcement/Security, Fire Service, and Search/Rescue are noted below. Other components for the Safety and Security Lifeline are found within the CEOP and associated annexes.

2.1 Component: Law Enforcement/Security

The following list identifies the responsibilities designated to each agency/organization for Law Enforcement/Security. The Lead Agency and its responsibilities are listed first. The Support Agencies follow in alphabetical order.

Lead Agency: Ramsey County Sheriff's Office (RCSO)
Preparedness (Pre-Event) Actions for Law Enforcement/Security
Maintain current roster of personnel including names, addresses, and all contact numbers
Train to and follow the standards of the National Incident Management System
Maintain inventory of essential emergency supplies
Response (During Event) Actions for Law Enforcement and Security
The RCSO is the primary responsible agency for law enforcement in the communities with which that office has contract obligations. • The Sheriff is also the primary responsible agency for law enforcement and security on all bodies of water within the County, as well as at the Law Enforcement Center (jail) and all courts. • The Sheriff's office may assist in site security and investigation in any jurisdiction at the request of that jurisdiction • All Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE)/Terrorism related incidents will be reported to the Sheriff's Office for consideration in their intelligence analysis role.
Notification of personnel to report as situations dictate
Coordinate with the Emergency Operations Centers of affected communities and the County
Maintain communications with the affected EOC and advise of situation, assistance and equipment needed, staging areas, etc.
Coordinate with municipal and county Public Works officials and fire services as the situation dictates
Provide support to other communities as practicable
Provide radios and operators to multi-jurisdictional command posts and affected EOCs

Lead Agency/Support: Municipal Law Enforcement
Preparedness (Pre-Event) Actions for Law Enforcement/Security
Maintain current roster of personnel including names, addresses, and all contact numbers
Train to and follow the standards of the National Incident Management System
Maintain inventory of essential emergency supplies
Response (During Event) Actions for Law Enforcement/Security
Local law enforcement is responsible for coordinating and/or providing investigation, enforcement, and site security within their jurisdiction
The local police agency will contact other agencies for mutual aid and/or "backfill" as necessary using existing agreements.
Information related to potential criminal investigation of terrorism will be reported to the Joint Terrorism Task Force.
For any terrorism or CBRNE related event (other than specifics of criminal investigations), the local police agency will notify the County Duty Officer in a timely fashion.

The individual chiefs of all law enforcement services within the county perform the following specific emergency management tasks for their individual services: • Maintain current roster of personnel including names, addresses, and all contact numbers • Notifications of personnel to report as situations dictate.
• Coordinate with the Emergency Operations Centers of affected communities and the County • Train to and follow the standards of the National Incident Management System • Maintain communications with the affected EOC and advise of situation, assistance and equipment needed, staging areas, etc. • Coordinate with municipal and county Public Works officials and fire services as the situation dictates • Maintain inventory of essential emergency supplies • Provide support to other communities as practicable and requested • Municipal fire marshals/inspectors/investigators will coordinate their efforts with the State Fire Marshall
Notification of personnel to report as situations dictate
Coordinate with the EOCs of affected communities and the County
Maintain communications with the affected EOC and advise of situation, assistance and equipment needed, staging areas, etc.
Coordinate with municipal and county Public Works officials and fire services as the situation dictates
Provide support to other communities as practicable
Provide radios and operators to multi-jurisdictional command posts and affected EOCs

Support: Ramsey County Community Corrections
Response (During Event) Actions for Law Enforcement/Security
Ramsey County Community Corrections is responsible for security at juvenile detention centers within the County and will assist as otherwise needed with personnel and two- way radio equipment.

Support: Ramsey County Emergency Management & Homeland Security (RCEMHS)
Response (During Event) Actions for Law Enforcement/Security
RCEMHS will coordinate with the municipal authorities at the scene and/or at the municipal EOC. RCEMHS will assist with establishing liaison between municipal and County governmental authorities.
Maintain communications with the affected EOC and advise of situation, assistance and equipment needed, staging areas, etc.
Coordinate with municipal and county Public Works officials and fire services as the situation dictates

Support: Ramsey County Property Management
Response (During Event) Actions for Law Enforcement/Security
Physical security (guards, equipment, etc.) at non-court county-owned facilities is the responsibility of Property Management, with the exception of the Ramsey County Attorney's office.

Support: Ramsey County Medical Examiner's Office

Support: Ramsey County Medical Examiner (RCME)

Response (During Event) Actions for Law Enforcement/Security

Investigation of cause and manner of death is the responsibility of the Ramsey County Medical Examiner's Office.

Support: St. Paul Ramsey County Public Health (SPRCPH)

Response (During Event) Actions for Law Enforcement/Security

Epidemiological investigations are the responsibility St. Paul – Ramsey County Public Health.

2.2 Component: Fire Service

The following list identifies the responsibilities designated to each agency/organization for Fire Service. The Lead Agency and its responsibilities are listed first.

Lead Agency: Municipal Fire Department

Preparedness (Pre-Event) Actions for Fire Service

Maintain this Annex as well as supporting SOPs, guidelines, and checklists.

Ensure fire personnel receive appropriate emergency operations training.

Ensure fire mutual aid agreements with surrounding jurisdictions are current.

Develop and maintain mutual aid agreements with private sector resources that could be useful for fire prevention or suppression.

Develop and maintain standard operating guides and checklists to support emergency firefighting operations.

Ensure emergency call-up and resource lists are current.

Ensure the availability of necessary equipment to support firefighting activities.

Participate in emergency training and exercises.

Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.

Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities.

Response (During Event) Actions for Fire Service.

Respond as required on a priority basis.

Activate mutual aid if needed.

Coordinate activities with other responding agencies.

Coordinate external fire resources.

Alert or activate off-duty and auxiliary personnel as required by the emergency.
Conduct other specific response actions as dictated by the situation.
Provide ongoing status reports as requested.
When requested, deploy a representative to the RCEOC to assist with Fire Service activities.
Document costs and expenses associated with response and recovery activities taking care to clearly separate disaster-related work in the event that reimbursement from the state or federal government becomes available.
Perform other emergencies responsibilities as assigned.

Recovery (Post Event) Actions for Fire Service
Support clean-up and restoration activities.
Review plans and procedures with key personnel and make revisions and changes.
Replenish supplies and repair damaged equipment.
Continue activities in coordination with the EOC based on the requirements of the incident.
Participate in after-action briefings and develop after-action reports.
Make necessary changes in this Annex, supporting plans, and procedures.
Document costs and expenses associated with response and recovery activities taking care to clearly separate disaster-related work in the event that reimbursement from the state or federal government becomes available.

Mitigation Actions for Fire Service
Participate in the hazard identification process and identify gaps in firefighting operational effectiveness.
Develop fire safety programs that include disaster situations and present them to the public.

2.3 Component: Search and Rescue

The following list identifies the responsibilities designated to each agency/organization for Search and Rescue. The Lead Agency and their responsibilities are listed first. The Support Agencies follow in alphabetical order.

Lead: Ramsey County Sherriff's Office
Response (During Event) Actions for Search and Rescue
Serve as the Search and Rescue Coordinator in the EOC during events.
Work with the EOC team to rapidly assess the situation and take appropriate actions to support search and rescue operations at the scene.
Assess the need to request specialized search and rescue resources from outside the county.
Serve as the liaison with search and rescue resources with municipal law enforcement agencies and fire departments, and resources from outside the County, including state and federal agencies.
Work with Public Works and Engineering to ensure heavy equipment support to search and rescue operations.

Coordinate with Health and Medical Services to help ensure the coordination of emergency medical assistance and victim transport.
Work with the IC and the EOC team to help ensure search and rescue personnel deployed to the disaster scene are appropriately outfitted with and trained to use personal protective equipment required by the presence of any potentially hazardous materials/substances.

Support: Search and Rescue Tasked Agencies
Preparedness (Pre-Event) Actions for Search and Rescue
Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
Develop applicable standard operating procedures, guidelines, or checklists detailing the accomplishment of their assigned functions.
Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities.
Participate in emergency management training and exercises.
Response (During Event) Actions for Search and Rescue
Deploy a representative to the county EOC to assist with search and rescue activities.
Provide ongoing status reports as requested by the Search and Rescue Coordinator.
Document costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that reimbursement from the state or federal government becomes available.

3. Lifeline: Food, Water, Shelter

The Food, Water, Shelter Lifeline encompasses vital functions necessary for life sustainment such as water and wastewater treatment, transmission, and distribution systems; food retail and distribution networks; agriculture resources; and sheltering.

Roles and responsibilities for Agriculture and Natural Resources are noted below. Other components for the Food, Water, Shelter Lifeline are found within the CEOP and associated annexes.

3.1 Component: Agriculture and Natural Resources

The following list identifies the responsibilities designated to each agency/organization for Agriculture and Natural Resources.

Support: MN Board of Animal Health
Preparedness (Pre-Event) Actions for Agriculture and Natural Resources
Identify large boarding facilities and private organizations that may provide emergency shelters for animals.
Response (During Event) Actions for Agriculture and Natural Resources
Coordinate the removal and disposal of dead animals.
Animal disease outbreak - Area security and traffic control

Recovery (Post Event) Actions for Agriculture and Natural Resources

Animal disease outbreak - Site cleaning and disinfection

Support: MN Department of Natural Resources (DNR)

Preparedness (Pre-Event) Actions for Agriculture and Natural Resources

Identify large boarding facilities and private organizations that may provide emergency shelters for animals.

Response (During Event) Actions for Agriculture and Natural Resources

Animal disease outbreak - Area security and traffic control

Recovery (Post Event) Actions for Agriculture and Natural Resources

Animal disease outbreak - Site cleaning and disinfection

Support: MN Dept of Agriculture

Preparedness (Pre-Event) Actions for Agriculture and Natural Resources

Identify large boarding facilities and private organizations that may provide emergency shelters for animals.

Response (During Event) Actions for Agriculture and Natural Resources

Notify APHIS for food and plant disease situations.

Support: Animal Disaster Coalition (ADC)

Response (During Event) Actions for Agriculture and Natural Resources

Coordinate the removal and disposal of dead animals.

Support: Animal Humane Society

Response (During Event) Actions for Agriculture and Natural Resources

Coordinate the removal and disposal of dead animals.

Support: MN Pollution Control Agency (PCA)

Recovery (Post Event) Actions for Agriculture and Natural Resources

Animal disease outbreak - Site cleaning and disinfection

Support: MN State Patrol

Response (During Event) Actions for Agriculture and Natural Resources

Animal disease outbreak - Area security and traffic control

Support: Municipal Law Enforcement

Response (During Event) Actions for Agriculture and Natural Resources

Coordinate the removal and disposal of dead animals.

Animal disease outbreak - Area security and traffic control

4. Lifeline: Health and Medical

The Health and Medical Lifeline includes the infrastructure and providers for public health, healthcare system, patient movement, medical supply chain, and fatality management.

The components for the Health and Medical Lifeline are found within the CEOP and associated annexes, specifically Annex D - Public Health and Medical and Annex F - Fatality Management.

5. Lifeline: Energy

The Energy Lifeline incorporates the service providers for electrical power infrastructure, including generation, transmission, and distribution systems, as well as gas and liquid fuel processing, transportation, and delivery systems.

Since the County has no regulatory responsibilities over private utility providers, close coordination will be required to help ensure emergency response and recovery decisions regarding system restoration are based on shared information. Energy and utilities field personnel will work within the Incident Command System (ICS) structure. Although they will remain under the direct control of their sponsoring organization, they will be assigned by the Incident Commander and/or the EOC Team to respond as necessary.

Roles and responsibilities for County and municipal agencies for energy and utilities are noted below. Other components for the Energy Lifeline are found within the CEOP and associated annexes.

The following list identifies the responsibilities designated to each agency/organization for Energy.

Support: Ramsey County Property Management
Preparedness (Pre-Event) Actions for Energy and Utilities
Assist in the maintenance of this Annex
Response (During Event) Actions for Energy and Utilities
Carry out its COOP plans for utility restoration at County Facilities (see the Ramsey County COOP Plan)
Provide staff to the EOC to serve as the Energy and Utilities Lead.

Support: Municipal Public Works
Response (During Event) Actions for Energy and Utilities
Participate in damage assessments.
Perform route clearing and debris removal to facility utility provider access to damaged utilities.

	Assist in traffic management.

Support: Ramsey County Public Works
Response (During Event) Actions for Energy and Utilities
Coordinate with the Energy and Utilities Lead during initial damage assessments to provide information on any utility outages discovered.
Coordinate with the Energy and Utilities Lead during debris removal operations to establish appropriate prioritization of access clearing for utility restoration operations

Utility Service Provider
Preparedness (Pre-Event) Actions for Energy and Utilities
Maintain their SOPs, including any MOUs for external resources, for the performance of their functions and tasks during emergencies affecting Ramsey County Jurisdictions
Response (During Event) Actions for Energy and Utilities
Provide regular updates to activated EOC on the status of utility services, number of people affected, and restoration timelines in affected jurisdictions
Coordinate with EOC staff on the prioritization of service restoration
When warning times permit, take appropriate action to protect and preserve utility equipment, personnel, and infrastructure from the anticipated effects of a pending event.
Coordinate public messages with the incident PIO and participate in the Joint Information System.
Assist EOC staff and the PIO in any guidance and public messaging regarding energy conservation measures necessary during the event

6. Lifeline: Communications

The Communications Lifeline includes public safety communications such as 911 and dispatch, as well as alert, warnings, and messaging systems. Communications for the public, such as broadband internet, cellular networks, landline and satellite telephony services, and cable services are also included. Many of these systems are complex and connected, while operated and owned independently.

The components for the Communications Lifeline are found within the Section 4: Incident Management Team Structure and Communications and Section 5.3 Public Alert and Warning of the CEOP Base Plan.

7. Lifeline: Transportation

The Transportation Lifeline incorporated critical transportation systems, including highway/roadway/motor vehicle, mass transit, railway, aviation, and maritime, needed for the community's social, economic, and environmental requirements.

Roles and responsibilities for Highway, Roadway, Motor Vehicle and Railway, as well as Public Works are noted below. Other components for the Transportation Lifeline are found within the CEOP and associated annexes. Information about specific railroad companies can be found in the Resource Manual, and a map of the Railroad Networks can be found in Figure 1 following this annex.

7.1 Components: Highway/Roadway/Motor Vehicle and Railway

The following list identifies the responsibilities designated to each agency/organization for Highway/Roadway/Motor Vehicle and Railway. The Lead Agency and its responsibilities are listed first. The Support Agencies follow in alphabetical order.

Lead: On-Scene Incident Commander (OSIC)
Response (During Event) Actions for Transportation
Reports include specific damages sustained, ongoing recovery efforts, alternatives planned or implemented by others, and assessments of the impact.
Provides relevant situational awareness and threat information reports to Transportation Lead in its role in reporting the status of transportation systems and infrastructure.
Notifies the RCEMHS of their transportation systems and infrastructure status, including road conditions and traffic control.
Requests assistance from Metro Transit or other transportation agencies directly. However, if they do so, they will notify the RCEMHS Duty Officer.
Coordinates mass transportation needs through Metro Transit.

Lead Agency: Ramsey County Public Works
Response (During Event) Actions for Transportation
Provide planning, logistics, and operations section personnel.
Deploy staff to fill positions on emergency response teams, if necessary.
Works with primary and support agencies, the MN Department of Transportation (MNDoT), federal and industry partners to report, assess, and analyze the status of and damage to transportation infrastructure and transit system operations.
Provides or obtains technical assistance to affected jurisdictions in determining the most viable transportation networks to, from, and within the incident area.
Assists in restoring the transportation infrastructure through Public Works.
Identifies temporary alternative transportation solutions when systems or infrastructure are damaged, unavailable, or overwhelmed

	Coordinates arrangements for alternate transportation services at the state and local levels.
	Surveys roads for damage and usability.
	Works to re-establish right of ways, traffic lighting, and signage on these roads.
	Manages the financial aspects of the transportation response, including management of Stafford Act mission assignments or reimbursable agreements for non-Stafford Act support.
	Works with the Metropolitan Council's Metro Transit and local and private providers to ensure safe and efficient public transportation.
Recovery (Post Event) Actions for Transportation	
	Prioritizes restoration efforts is based on response needs as identified by the incident manager. The municipal incident manager will set priorities for affected interdependencies, state, regional, and national
	Coordinates the re-opening and recovery efforts of roads within the county, working with municipalities and support agencies

Support: MetroTransit (Metropolitan Council)	
Response (During Event) Actions for Transportation	
	Coordinates MetroTransit operated busses.
	Coordinates all other mass transit provision issues for the incident.

Support: MN Department of Transportation (MnDOT)	
Response (During Event) Actions for Transportation	
	Surveys roads for damage and usability.
	Works to re-establish right of ways, traffic lighting, and signage on these roads.
	Identifies blocked roads and prioritize efforts to reopen.
	Coordinates efforts of US DOT to provide service for federal highways and other federally regulated transportation infrastructure.

Support: Municipal Emergency Management Agency (EMA)	
Preparedness (Pre-Event) Actions for Transportation	
	Coordinates and supports prevention, preparedness, and mitigation activities among transportation stakeholders. This is a continuous activity that is conducted within the authorities and resource limitations of transportation agencies. Activities include supporting state, county, and local planning efforts as they relate to transportation, including evacuation planning, contingency planning, etc.
	Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.
	Assists in developing and conducting transportation components in exercises.
Response (During Event) Actions for Transportation	
	Provides timely activation of transportation activities.
	Provides advice to MIM.

Recovery (Post Event) Actions for Transportation
Coordinate with RCEMHS for recovery operations utilizing the Stafford Act.

Mitigation Actions for Transportation
Coordinates and supports prevention, preparedness, and mitigation activities among transportation stakeholders. This is a continuous activity that is conducted within the authorities and resource limitations of the transportation agencies. Activities include supporting state, county, and local planning efforts as they relate to transportation, including evacuation planning, contingency planning, etc.
Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.

Vulnerable Needs Actions for Transportation
Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.

Support: Ramsey County Emergency Management & Homeland Security (RCEMHS)
Preparedness (Pre-Event) Actions for Transportation
Identifies appropriate, planning, training, exercises, and other preparedness activities.
Provides expertise in developing and conducting Transportation exercises.
Coordinates and supports prevention, preparedness, and mitigation activities among transportation stakeholders. This is a continuous activity that is conducted within the authorities and resource limitations of the transportation agencies. Activities include supporting state, county, and local planning efforts as they relate to transportation, including evacuation planning, contingency planning, etc.
Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.
Response (During Event) Actions for Transportation
Provides timely activation of transportation activities.
Provides advice to county incident manager and municipal incident managers.
Recovery (Post Event) Actions for Transportation
Provides technical expertise during recovery operations utilizing the Stafford Act.
Mitigation Actions for Transportation
Coordinates and supports prevention, preparedness, and mitigation activities among transportation stakeholders. This is a continuous activity that is conducted within the authorities and resource limitations of the transportation agencies. Activities include supporting state, county, and local planning efforts as they relate to transportation, including evacuation planning, contingency planning, etc.
Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.
Vulnerable Needs Actions for Transportation
Incorporates the needs of vulnerable populations into transportation related prevention, preparedness, and mitigation planning efforts.

Support: Municipal Law Enforcement Agencies
Response (During Event) Actions for Transportation
In cases of terrorist threats or attacks, recommends actions to protect transportation related critical infrastructure and key resources (CIKR).
Coordinates with appropriate state, tribal, and local entities, MNDoT, and transportation companies in decisions regarding issues such as movement restrictions, critical facility closures, and evacuations.
On a case-by-case basis, and within the limits of the scope of state law, RCSO assists in coordinating support to mass evacuations

7.2 Component: Public Works and Engineering

The following list identifies the responsibilities designated to each agency/organization for Public Works and Engineering. The Lead Agency and its responsibilities are listed first. The Support Agencies follow in alphabetical order.

Lead Agency/Support: Coordinating: Ramsey County Public Works
Preparedness (Pre-Event) Actions for Public Works and Engineering
Maintain a list of damage assessment team personnel.
Develop the procedures for damage assessment.
Response (During Event) Actions for Public Works and Engineering
Develop and coordinate a damage assessment team composed of county, municipal, and private sector representatives.
Coordinate the damage assessment process.

Lead Agency/Support: Municipal Public Works
Response (During Event) Actions for Public Works and Engineering
Work personnel will cooperate with Ramsey County to ensure a coordinated, rapid and accurate damage assessment and the debris clearing process.
Work and engineering staff will assess the damage to local government-owned structures and critical infrastructure.
Provide information regarding damage to Ramsey County Emergency Management & Homeland Security (RCEMHS) and the Ramsey County Emergency Operations Center.

Support: Ramsey County Emergency Management & Homeland Security (RCEMHS)
Response (During Event) Actions for Public Works and Engineering
Coordinate with the municipal authorities at the scene or at the municipal EOC.
Assist with establishing liaison between municipal and county government authorities.
Coordinate items required by FEMA and other federal agencies for disaster relief.

Support: Ramsey County GIS
Response (During Event) Actions for Public Works and Engineering

Develop and maintain county basemap and other data layers as needed for the event	
Integrate damage and impact data from municipalities into overall GIS data for the event	

Support: Municipal GIS

Response (During Event) Actions for Public Works and Engineering

> Work with Ramsey County GIS personnel to develop and maintain data and its accuracy.

Support: Ramsey County Parks & Recreation

Response (During Event) Actions for Public Works and Engineering

> Cooperate with public works in assessing damage to their facilities and properties and in selecting sites for debris storage.

Support: Ramsey County Property Management

Response (During Event) Actions for Public Works and Engineering

> Provide details and information necessary for assessing the status of county owned and operated facilities

8. Lifeline: Hazardous Material

The Hazardous Material Lifeline encompasses systems that provide the assessment and oversight of the facilities that use, generate, and store hazardous materials and substances that pose threats to public health and the environment. These systems are in place to identify, contain, and remove incident debris, oil, contaminants, and other hazardous substances in the wake of an incident. Roles and responsibilities for Oil and Hazardous Materials are noted below. Other components for the Hazardous Material Lifeline are found within the CEOP and associated annexes. A map of the major pipeline network can be found in Figure 2 following this annex.

8.1 Component: Oil and Hazardous Materials

The following list identifies the responsibilities designated to each agency/organization for Oil and Hazardous Materials. The Lead Agency and its responsibilities are listed first. The Support Agencies follow in alphabetical order.

Lead Agency: Ramsey County Emergency Management & Homeland Security (RCEMHS)

Preparedness (Pre-Event) Actions for Oil and Hazardous Materials Response

> Work with the municipalities to ensure that personnel are adequately trained and equipped.

> Analyze hazardous materials reports using the Department of Transportation Hazardous Materials Guidebook and the Computer Aided Management of Emergency Operations (CAMEO) suite of modeling products and create a worst case (and highly unlikely, and therefore conservative) release of chemicals from each facility to determine the worst- case potential for impact to the community for planning purposes.

Response (During Event) Actions for Oil and Hazardous Materials Response
Assist the municipalities in receiving aid and information as needed during a CBRNE or HazMat incident.
Assist the affected jurisdiction in coordination of response and recovery. Other EMHS activity falls under the auspices of Emergency Management.
Recovery (Post Event) Actions for Oil and Hazardous Materials Response
assist the affected jurisdiction in coordination of response and recovery. Other EMHS activity falls under the auspices of Emergency Management.

Lead/Support: Municipal Emergency Management Agency (EMA)

Preparedness (Pre-Event) Actions for Oil and Hazardous Materials Response
Participates in the development of training and exercise programs with the first response community.
Response (During Event) Actions for Oil and Hazardous Materials Response
Acts as the coordinator for the various local emergency organizations and as the local liaison to Ramsey County and State of Minnesota Emergency Management.
Upon the declaration of a local disaster, coordinates resources to support emergency response efforts.

Support: St. Paul Ramsey County Public Health (SPRCPH)

Response (During Event) Actions for Oil and Hazardous Materials Response
Assist with issues that involve recovery from HazMat incidents.
Act as the County Incident Manager.
Other duties of SPRCDPH fall under the auspices of Public Health and Medical.

Support: Municipal Public Information Officer

Response (During Event) Actions for Oil and Hazardous Materials Response
Coordinates information flow and the release of timely and factual information to the public.
Assists with planning, expertise, and equipment for large incidents.

Support: Ramsey County Sheriff's Office (RCSO)

Preparedness (Pre-Event) Actions for Oil and Hazardous Materials Response
Assist in developing and delivering CBRNE and terrorism related training to public safety entities in Ramsey County.
Response (During Event) Actions for Oil and Hazardous Materials Response
Coordinates the processing of intelligence data.
Investigates potential terrorist activity within Ramsey County and in cooperation with state, federal and local agencies.
Respond to any area within Ramsey County to assist in the investigation of potential CBRNE incidents.

Figure 1: Railroad Networks

Ramsey County: Railroad Networks

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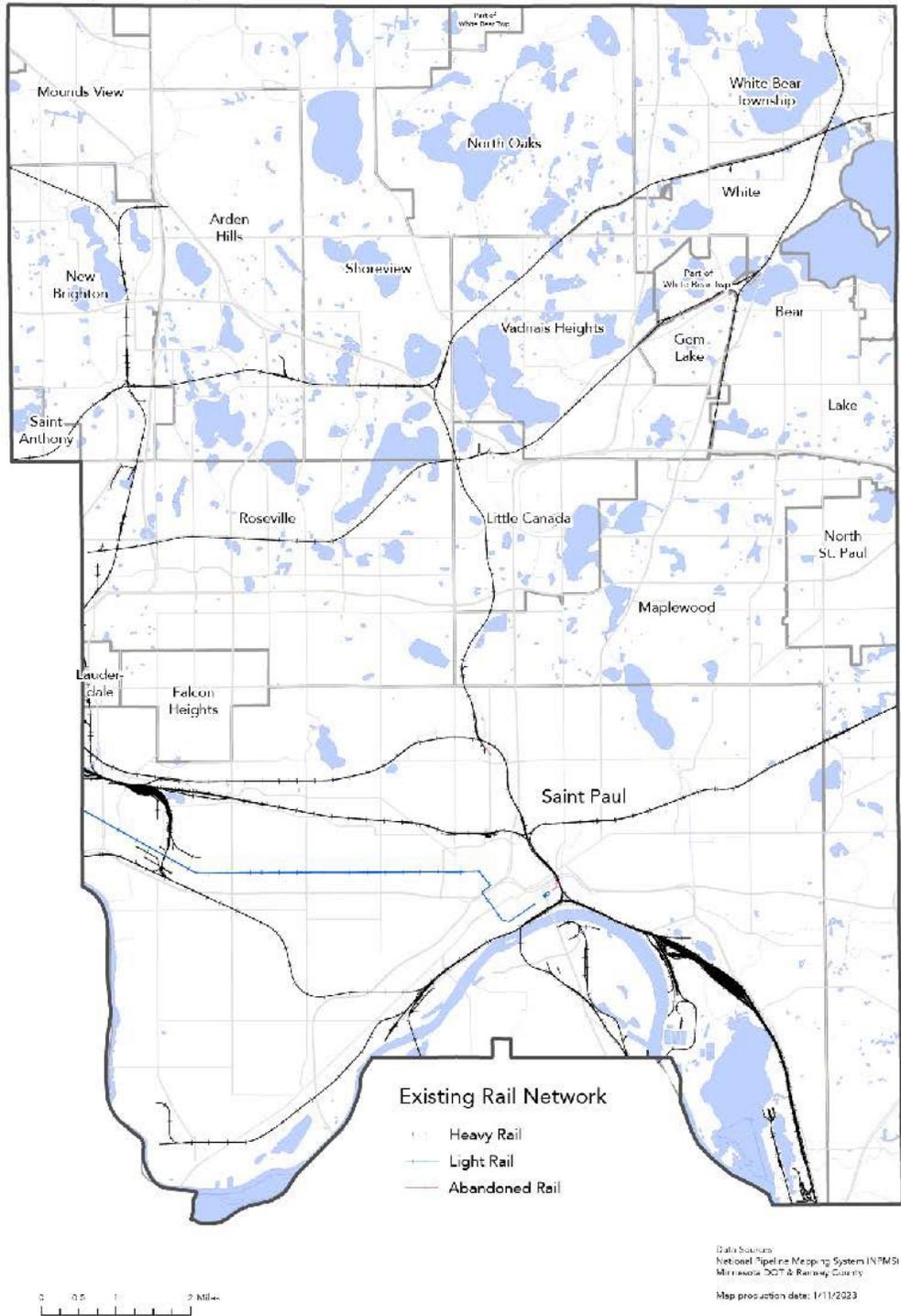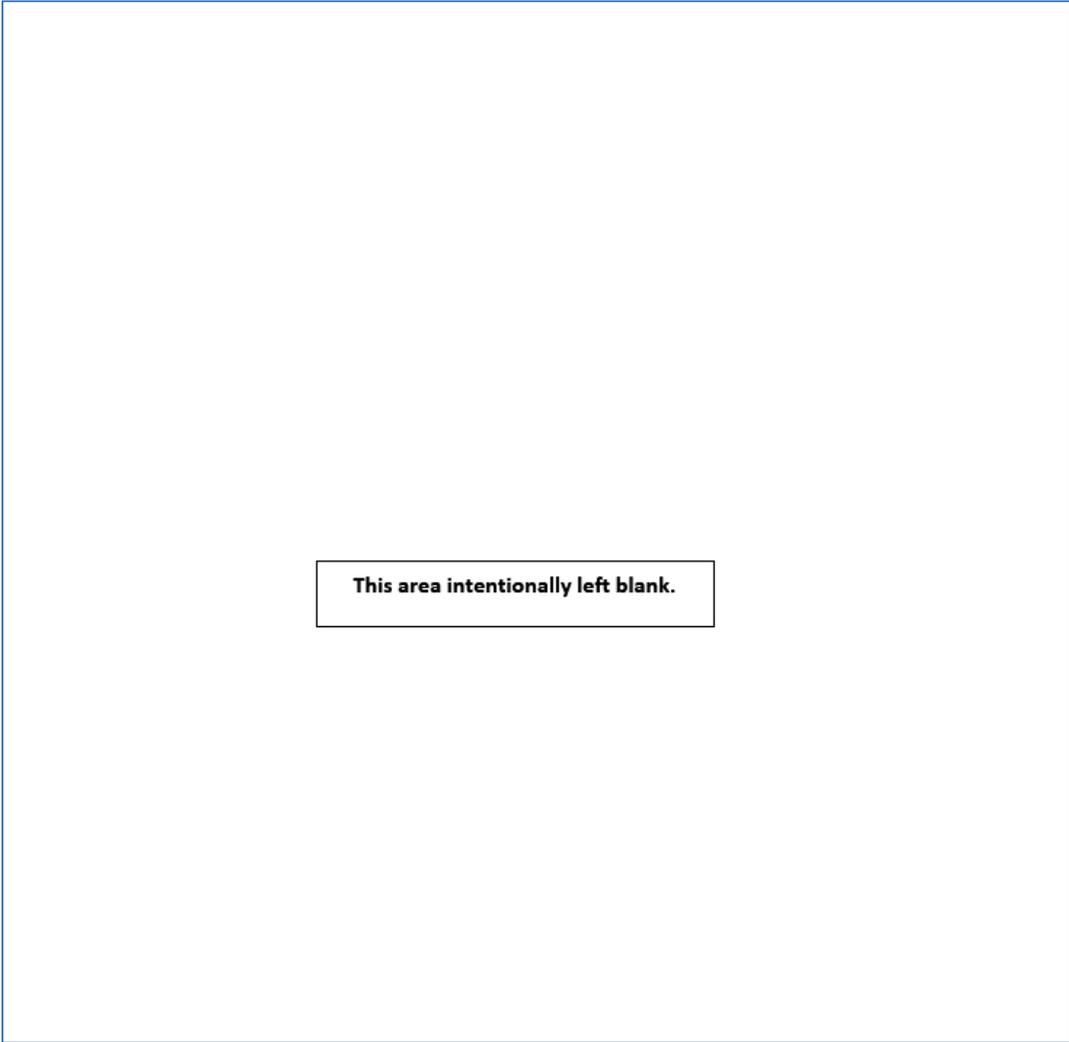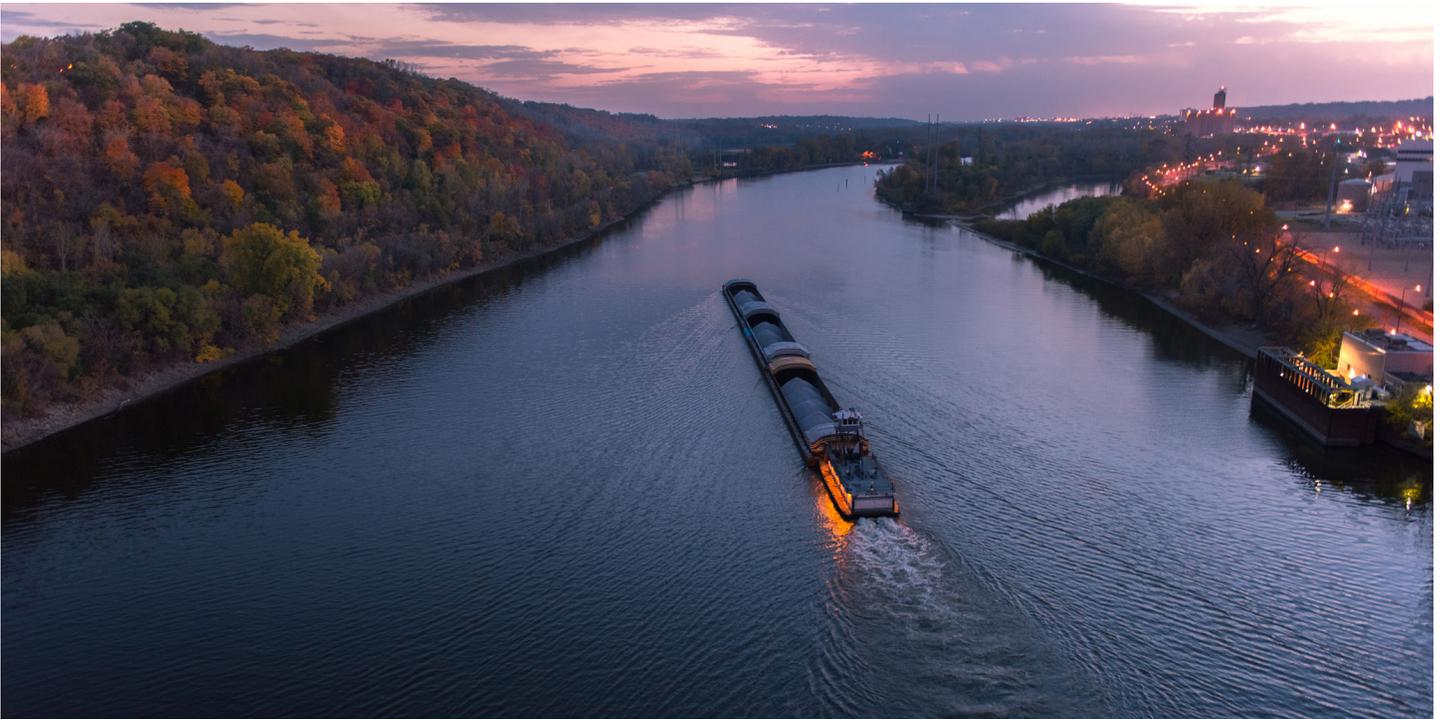
RAMSEY COUNTY

COMPREHENSIVE EMERGENCY OPERATIONS PLAN

SECTION 3 ATTACHMENTS AND SUPPORT DOCUMENTS

Public Version

Section 3: Attachments and Support Documents contains the following components:

- Acronyms
- Glossary
- Legal Authorities
- Municipal Letters of Promulgation
- IMT Job Aids
- Sample Declarations
- Red Cross Shelter Sites
- Gift or Donation Acceptance Form
- Resource Manual

Each document is unique in structure.

Document Name	Acronym List
Document Type	Support Section
CEOP Section	Section 3
Last Updated	March 2023

AAR	After-Action Report
ACLS	Advance Cardiac Life Support
ACS	Alternate Care Sites
ADA	Americans with Disabilities Act
AED	Automated External Defibrillator
ARC	American Red Cross
ASL	American Sign Language
ATLS	Advance Trauma Life Support
BLEVE	Boiling Liquid Expanding Vapor Explosion
CAMEO	Computer Aided Management of Emergency Operations
CAT	Chemical Assessment Team
CBO	Community-Based Organization
CBP	U.S. Customs and Border Protection
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosives
CEOP	Comprehensive Emergency Operations Plan
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act of 1980
CERT	Community Emergency Response Team
CHEMM	Chemical Hazards Emergency Medical Management
CHS	Community Human Services
CIKR	Critical Information and Key Resources
CIM	County Incident Manager
CIR	Critical Information Requirement
CISA	Cybersecurity & Infrastructure Security Agency
COG	Continuity of Government
COOP	Continuity of Operations
COP	Common Operating Picture
CPG	Comprehensive Planning Guide
C-POD	Commodity Points of Distribution
CRIA	Community Resilience Indicator Analysis

CTN	Critical Transportation Needs
CVD	Cardiovascular Disease
DAFN	Disabilities and Access and Functional Needs
DART	Disaster Agency Response Technology
DCM	Deputy County Manager
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DMERT	Disaster Mortuary Emergency Response Team
DMORT	Disaster Mortuary Operational Response Team
DOC	Department Operations Center
DPMU	Disaster Portable Morgue Unit
DPS/HSEM	Minnesota Department of Public Safety/Division of Emergency Management
DRI	Disaster Response Interpreter
EAS	Emergency Alert System
EBT	Electronic Benefits Transfer
ECC	Emergency Communications Center
ECL	Emergency Classification Levels
EEI	Essential Elements of Information
EMA	Emergency Management Agency
EKG	Electrocardiography
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMI	Emergency Management Institute
EMPP	Emergency Management Professional Program
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right to Know Act
EPZ	Emergency Planning Zone
ERG	Emergency Response Guide
ERT	State Emergency Response Team
FAA	Federal Aviation Administration

FAC	Family Assistance Center
FAS	Family Assistance Services
FAST	Functional Assistance Service Teams
FBI	Federal Bureau of Investigations
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FOG	Field Operations Guide
FOUO	For Official Use Only
FWPCA	Federal Water Pollution Control Act
FSE	Full-Scale Exercise
GE	General Emergency
GPS	Global Positioning System
HAN	Health Alert Network
HazMat	Hazardous Materials
HHS	U.S. Department of Health and Human Services
HIPAA	Health Insurance Portability and Accountability
HIRA	Hazard Identification and Risk Assessment
HMP	Hazard Mitigation Plan
HSEEP	Homeland Security Exercise and Evaluation Program
HSEM	Homeland Security and Emergency Management
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Commander
ICE	U.S. Immigration and Customs Enforcement
ICP	Incident Command Post
ICS	Incident Command System
ICT	Public Health Incident Command Team
IEMC	Integrated Emergency Management Course
IHSS	In-Home Support Services
IMT	Incident Management Team
IP	Improvement Plan
IPAWS	Integrated Public Alert and Warning System
IPZ	Ingestion Pathway Zone

IS	Information Services	
IT	Information Technology	
JIC	Joint Information Center	
JIS	Joint Information System	
JIT	Just in Time	
LEA	Law Enforcement Agency	
LEP	Limited English Proficiency	
MAA	Mutual Aid Agreement	
MAC	Metropolitan Airports Commission	
MCM	Medical Countermeasures	
MCS	Mass Care and Shelter	
MDH	Minnesota Department of Health	
MEOP	Minnesota Emergency Operations Plan	
MHMP	Minnesota Hazard Mitigation Plan	
MHU	Manufactured Housing Unit	
MICC	Mobile Incident Command Center	
MIM	Municipal Incident Manager	
MN	Minnesota	
MnDOT	Minnesota Department of Transportation	
MOA	Memorandum of Agreement	
MOU	Memorandum of Understanding	
MPCA	Minnesota Pollution Control Agency	
MRC	Medical Reserve Corps	
MRCC	Metro Medical Resource Control Center	
MSP	Minneapolis-St. Paul	
NALS	Neonatal Advance Life Support	
NCP	National Oil and Hazardous Substances Pollution Contingency Plan	
NDMS	National Disaster Medical System	
NFIP	National Flood Insurance Program	
NGO	Nongovernmental Organizations	
NIMS	National Incident Management System	
NIOSH	National Institute for Occupational Safety and Health	
NOAA	National Oceanic and Atmospheric Administration	

NRF	National Response Framework
NRT	National Response Team
NTSB	National Transportation Safety Board
NSHM	North Suburban Hazardous Materials Response Team
NWS	National Weather Service
PA	Public Assistance
PACB	Protective Actions Coordination Branch
PADS	Protective Action Decisions
PALS	Pediatric Advance Life Support
PII	Personally Identifiable Information
PIO	Public Information Officer
POD	Points of Distribution
POETE	Planning, Organization, Equipment, Training, and Exercises
PPE	Personal Protective Equipment
PSA	Personal Service Assistants
PSAP	Public Safety Answering Point
RAPT	Resilience Analysis and Planning Tool
RCEMHS	Ramsey County Emergency Management & Homeland Security
RCEOC	Ramsey County Emergency Operations Center
RCSO	Ramsey County Sheriff's Office
REP	Radiological Emergency Preparedness
RHRC	Regional Hospital Resource Center
RHRC	Regional Hub Reception Center
RMP	Risk Management Plan
RV	Recreational Vehicle
SAE	Site Area Emergency
SAME	Specific Area Message Encoding
SARA	Superfund Amendments and Re-Authorization Act
SBA	Small Business Administration
SDS	Safety Data Sheet
SEOC	State Emergency Operation Center
SIP	Shelter in Place
SitRep	Situation Report

SME	Subject Matter Expert
SNAP	Special Needs Awareness Program
SNS	Strategic National Stockpile
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SPFD	Saint Paul Fire and Rescue Department
SPRCPH	Saint Paul – Ramsey County Public Health
SPRWS	Saint Paul Regional Water Services
SVI	Social Vulnerability Index
TEP	Temporary Evacuation Point
THIRA	Threat Hazard Identification and Risk Analysis
TRACEM	Thermal, Radiological, Asphyxiation, Chemical, Etiological, or Mechanical
TSA	Transitional Sheltering Assistance
TTD	Telecommunication Devices for the Deaf
TTX	Tabletop Exercise
TTY	TeleTYpe
UASI	Urban Area Security Initiative
UC	Unified Command
US	United States
USCG	United States Coast Guard
USDA	United States Department of Agriculture
VDCT	Volunteer and Donations Coordination Team
VOAD	Voluntary Organizations Active in Disaster
VRI	Video Remote Interpreting
VTC	Video Teleconference
WCEM	Washington County Emergency Management
WEA	Wireless Emergency Alert
WIC	Women Infant Children
WMD	Weapons of Mass Destruction

DOCUMENT NAME	Glossary
DOCUMENT TYPE	Attachment
CEOP SECTION	Section 3
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After-Action Report/Improvement Plan (AAR/IP): The main product of the Evaluation and Improvement Planning process. The After-Action Report/Improvement Plan (AAR/IP) has two components: an After-Action Report (AAR), which captures observations of an exercise or event and makes recommendations for post-exercise/post-event improvements; and an Improvement Plan (IP), which identifies specific corrective actions, assigns them to responsible parties, and establishes targets for their completion.

All-hazards: A classification encompassing all conditions, environmental or human-caused, that have the potential to cause injury, illness, or death; damage to or loss of equipment, infrastructure services, or property; or alternatively causing functional degradation to social, economic, or environmental aspects. These include accidents, technological events, natural disasters, space weather, domestic and foreign-sponsored terrorist attacks, acts of war, weapons of mass destruction and chemical, biological (including pandemic), radiological, nuclear, or explosive events.

American Red Cross: The American Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

Centers for Disease Control (CDC): A U.S. federal government agency whose mission is to protect public health by preventing and controlling disease, injury, and disability. The CDC promotes healthy behaviors and safe and healthy environments. It tracks health trends, investigates the cause of health problems and outbreaks of disease, and responds to new public health threats. The CDC works with state health departments and other organizations throughout the country and worldwide to help prevent and control disease. The CDC is part of the U.S. Public Health Service of the Department of Health and Human Services (DHHS). Also called Centers for Disease Control and Prevention.

Common Operating Picture (COP): A continuously updated overview of an incident compiled throughout an incident's life cycle from data shared between integrated communication, information management, and intelligence and information sharing systems. The goal of a COP is real-time situational awareness across all levels of incident management and jurisdictions.

Communications interoperability: The ability of public safety agencies, such as police, fire, emergency medical services (EMS), and other public and private service agencies (public works, transportation, hospitals, etc.) to share tactical information within and across agencies and jurisdictions via radio and associated communications systems, exchanging voice, data, and/or video with one another on-demand, in real-time, when needed, and when authorized.

Community: A political entity that has the authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, township, village, or unincorporated area of a county. However, each state defines its own political subdivisions and forms of government.

Community Based Organization (CBO): Public or private not-for-profit organizations that provide specific services to the community or targeted populations within the community. CBOs include, but are not limited to, aging and disability networks, community health centers, childcare providers, home visiting programs, state domestic violence coalitions and local domestic violence shelters and programs, adult protective services programs, homeless services providers, and food banks that work to address the health and social needs of populations. CBOs are trusted entities that know their clients and their communities, want to be engaged, and may have the infrastructure/systems in place to help coordinate activities or serve as a trusted source to distribute timely and accurate information.

Concept of operations: Presents a clear picture of the sequence and scope of a planned emergency response including what should happen, when, and at whose direction.

Continuity of government: A coordinated effort within the executive, legislative, or judicial branches to ensure that essential functions continue to be performed before, during, and after an emergency or threat. Continuity of government is intended to preserve the statutory and constitutional authority of elected officials at all levels of government.

Continuity of operations: An effort within individual organizations to ensure that essential functions continue to be performed during the disruption of typical operations.

Critical infrastructure: Assets, systems, and networks, whether physical or virtual, so vital to the community that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.

Damage assessment: The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key critical infrastructure and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.

Department Operations Center (DOC): An operations or coordination center dedicated to a single, specific department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and/or physically represented in a combined agency EOC by an authorized agent(s) for the department or agency.

Disability and access and functional needs: Persons who may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities, live in institutionalized settings, are seniors, are children, are from diverse cultures, have limited English proficiency or are non-English speaking, or are transportation disadvantaged.

Disaster: An incident that overwhelms a jurisdiction's governance model to the degree that the continuity of public safety and/or civic services is threatened or disrupted. The jurisdiction requires external assistance to support response and recovery actions to protect life safety.

Disaster declaration: A formal statement by the jurisdiction's chief public official that a disaster or emergency situation exceeds their response capabilities. It allows public officials to exercise emergency

powers in reacting to a disaster and preserving life, property, and public health and opens the door for assistance by state and/or federal government.

Emergency: An incident that overwhelms the day-to-day resources of a jurisdiction. The jurisdiction may seek external assistance to support response and recovery actions to preserve life, property, and public health.

Emergency Alert System (EAS): A national warning system in the United States designed to allow authorized officials to coordinate and disseminate emergency alerts and warning messages to the public via terrestrial and satellite radio and television, including broadcast and multichannel television.

Emergency Medical Services (EMS): Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition (which includes medical disposition within a hospital, temporary medical facility, or special care facility; release from the site; or being declared dead). EMS specifically includes those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or by some combination thereof.

Emergency Operations Plan (EOP): A document that describes how people and property will be protected in disaster and disaster threat situations. An EOP details who is responsible for carrying out specific actions, identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster, and outlines how all actions will be coordinated.

Essential Services: Essential services are the services and functions that are absolutely necessary. They maintain the health and welfare of the community, and without these services, sickness, poverty, violence, and chaos would likely result.

Evacuation: The organized, phased, and supervised withdrawal, dispersal, or removal of individuals from dangerous or potentially dangerous areas.

Event: Pre-planned or anticipated activities that require significant resources from government, private sector, and community organizations. Events gather large crowds which may be vulnerable in the case of a natural, technological, or human-caused emergency or disaster.

Federal: Of or pertaining to the federal government of the United States of America.

Federal Emergency Management Agency (FEMA): An agency within the U.S. Department of Homeland Security charged with responding to Presidentially declared disasters.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazardous materials (HAZMAT): Any substance or material that, when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.

Incident: Any occurrence that requires public safety response actions to minimize impacts to life, property, economy, and/or the environment. Incidents may be short or long in duration, and multiple incidents may be occurring consecutively. All events, emergencies, and disasters are incidents, however, not all incidents will rise to the level of event, emergency, or disaster which necessitate the activation of the CEOP.

Incident action plan: A document outlining the control objectives, operational period objectives, and response strategy defined by the incident command during response planning.

Incident command: The organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

Incident commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP): The field location where the primary functions of incident command are performed. The ICP may be co-located with the Incident Base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Management Team (IMT): A group of trained personnel that responds to an emergency.

Individual Assistance (IA): IA refers to FEMA's Individuals and Households Program. Homeowners and renters may be eligible for federal help to defray the costs of damage or losses they incurred as a result of a declared disaster.

Infectious disease. Diseases caused by pathogenic microorganisms, such as bacteria, viruses, parasites, or fungi; the diseases can be spread, directly or indirectly, from one person to another.

Integrated Public Alert and Warning System (IPAWS): An architecture that unifies the United States' Emergency Alert System, National Warning System, Wireless Emergency Alerts, and NOAA Weather Radio, under a single platform. IPAWS enables alerts to be aggregated over a network and distributed to the appropriate system for public dissemination.

Interoperability: The ability of systems, personnel, and equipment to provide and receive functionality, data, information, and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together.

Joint Information Center (JIC): A central point of contact for all news media near the scene of a large-scale disaster. News media representatives are kept informed of activities and events by public information officials who represent all participating federal, state, and local agencies that are collocated at the JIC.

Joint Information System (JIS): A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Lifeline: Enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security. Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.

Local government: Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity.

Mass care: The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been affected by a disaster or threatened disaster.

Mass casualty incident: An incident that generates more patients at a time than locally available resources can manage when using routine procedures. It requires exceptional emergency arrangements and additional or extraordinary assistance.

Mass fatality incident: Any situation where the number of fatalities exceeds the ability of local resources to manage the number of fatalities. The primary functions of a mass fatality response are body recovery, morgue operations, and assisting the decedents' family members and loved ones.

Mitigation: The effort to reduce or eliminate the long-term risks to life, property, and wellbeing of community members. Mitigation focuses on the premise that individuals, the private sector, communities, and critical infrastructure are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

National Response Framework (NRF): A guide establishing a comprehensive, national, all-hazards approach to domestic incident response. It intends to capture specific authorities and best practices for managing incidents ranging from serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

Natural hazard: Hazard related to weather patterns and/or physical characteristics of an area. Often natural hazards occur repeatedly in the same geographical locations.

Nongovernmental Organization (NGO): An entity with an association that is based on the interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of non-governmental organizations include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

Operational priority: Values-at-risk deemed to be of greatest importance when responding to an incident.

Order of succession: Provisions that enable an orderly and predefined transition of leadership should leadership become incapacitated or otherwise unavailable during a continuity event. The order of succession may be lateral, hierarchical, or designated by an individual's special skill set.

Preliminary Damage Assessment (PDA): A mechanism used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected is used by the state as a basis for the governor's request for a Presidential Declaration, and by FEMA to document the recommendation made to the president in response to the governor's request. PDAs are made by at least one state and one federal representative. A local government representative familiar with the extent and location of damage in the community often participates; other state and federal agencies and voluntary relief organizations also may be asked to participate, as needed.

Prevention: Includes core capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas which are all-hazards by design, prevention-related activities are focused on terrorist threats

Protection: Includes core capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters.

Protective actions: The capability of the jurisdiction to prepare for, execute, and communicate the safe and effective sheltering-in-place of a population at-risk (and pets and service animals), and/or the organized and managed evacuation of the population at-risk (and pets and service animals) to areas of safe refuge in response to a potential or dangerous environment. In addition, protective actions encompass the safe reentry of the population when feasible.

Public Assistance (PA): PA provides reimbursement to local, tribal, and state government agencies and certain nonprofit organizations for the costs of emergency response, debris remova,l and restoration of

disaster-damaged public facilities and infrastructure. Organizations that provide essential public services, such as schools, public utilities, medical facilities, museums, zoos, parks, houses of worship and others may be eligible for Public Assistance grants.

The damage or losses must have been a direct result of the declared disaster and must have occurred during the incident period specified in the declaration.

Public health and medical services: The capability of a jurisdiction to provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support to all affected populations.

Public information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation, resources committed, and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Public Information Officer (PIO): A member of the Command Staff who serves as the conduit for information to internal and external stakeholders, including the media or other organizations seeking information directly from the incident or event.

Recovery: Timely restoration, strengthening, and revitalization of the infrastructure, housing, a sustainable economy, and the health, social, cultural, historic, and environmental fabric of a given community affected by a catastrophic incident. During recovery, restoration efforts occur concurrently with regular operations and activities. The recovery period from an incident can be prolonged.

Response: Includes the core capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. Response is focused on ensuring that community can effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities during an incident or at an EOC.

Resource management: Those actions taken by a government to identify sources and obtain resources needed to support disaster response activities, coordinate the supply, allocation, distribution, and delivery of resources so that they arrive where and when most needed, and maintain accountability for the resources used.

Risk: The likelihood that a threat will harm an asset with some severity of consequences.

Secondary hazard: A threat whose potential would be realized as the result of a triggering event that of itself would constitute an emergency. For example, dam failure might be a secondary hazard associated with earthquakes.

Standard Operating Procedures (SOP): A set of instructions constituting a directive, covering those features of operations that lend themselves to a definite, step-by-step process of accomplishment. SOPs supplement EOPs by detailing and specifying how tasks assigned in the EOP are to be carried out.

State of Emergency: The governor declares a state of emergency when he/she believes a disaster has occurred or may be imminent that is severe enough to require state aid to supplement local resources in preventing or alleviating damages, loss, hardship, or suffering. This declaration authorizes the governor to speed state agency assistance to communities in need. It enables him/her to make resources immediately available to rescue, evacuate, shelter, provide essential commodities (i.e., heating fuel, food etc.), and quell disturbances in affected localities. It may also position the state to seek federal assistance when the scope of the event exceeds the state's resources.

Technological hazards: Hazards which originate from technological or industrial accidents, infrastructure failures, or certain human activities. These hazards can cause the loss of life or injury, property damage, social and economic disruption, or environmental degradation, and often come with little to no warning.

Terrorism: The use of--or threatened use of--criminal violence against civilians or civilian infrastructure to achieve political ends through fear and intimidation, rather than direct confrontation. Emergency management is typically concerned with the consequences of terrorist acts directed against large numbers of people (as opposed to political assassination or hijacking, which may also be considered "terrorism").

Threat: Natural, technological, or human-caused occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

Vulnerability: The susceptibility of people, property, industry, resources, ecosystems, or historical buildings and artifacts to the negative impact of a disaster.

Warning: The alerting of emergency response personnel and the public to the threat of extraordinary danger and the related effects that specific hazards may cause. A warning issued by the National Weather Service (NWS) (e.g., severe storm warning, tornado warning, tropical storm warning) for a defined area indicates that a particular type of severe weather is imminent in that area.

Watch: Indication by the NWS that, in a defined area, conditions are favorable for the specified type of severe weather (e.g., flash flood watch, severe thunderstorm watch, tornado watch, tropical storm watch).

Whole Community: A Whole Community approach attempts to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the general public, in conjunction with the participation of local, tribal, state, territorial, and federal governmental partners.

DOCUMENT NAME	Authorities List
DOCUMENT TYPE	Attachment
CEOP SECTION	Section 3
LAST UPDATED	March 2023

Ramsey County adopts this Comprehensive Emergency Operations Plan (CEOP) under the following local, state, quasi-governmental, and federal authorities, standards, and guidance:

Federal Plans, Directives, and Statutes

- Emergency Planning and Community Right to Know Act of 1986 (Public Law 99-499)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Stafford Act) (42 U.S.C. 5121, et. seq. Public Law 93-288 as amended by Public Law 100-707)
- Americans with Disabilities Act of 1990 (Public Law 101-336)
- Emergency Management Assistance Compact (1996) (Public Law 104-321)
- Disaster Mitigation Act of 2000 (Public Law 106-390)
- Homeland Security Act of 2002 (Public Law 107-296, 116 Stat. 2135)
- Homeland Security Presidential Policy Directive 5 (PPD-5) (2003)
- Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA) (Public Law 109-295, Title VI)
- Public Alert and Warning (2006) (Executive Order 13407)
- Homeland Security Presidential Policy Directive 8 (PPD-8) (2011)
- Sandy Recovery Improvement Act of 2013 (SRIA) (Public Law 113-2)
- Integrated Public Alert and Warning Modernization Act of 2015 (Public Law 114-143)
- National Disaster Recovery Framework
- National Incident Management System
- National Mitigation Framework
- National Preparedness Goal
- National Preparedness System
- National Prevention Framework
- National Protection Framework
- National Response Framework
- FEMA Comprehensive Preparedness Guide (CPG) 101, Developing and Maintaining Emergency Operations Plans, Version 3 (2021)
- FEMA Comprehensive Preparedness Guide (CPG) 201, Threat and Hazard Identification and Risk Assessment Guide, Version 3 (2018)
- FEMA Continuity Guidance Circular (2018)
- FEMA Guide to Continuity of Government for State, Local, Tribal and Territorial Governments (2021)

Volunteer, Quasi-Governmental

- American National Red Cross Federal Charter (1900)

State Laws and Statutes

- Minnesota Emergency Management Act of 1996 (MN Statutes Chapter 12, as amended)
- The Minnesota Pipeline Safety Act (Section 299-J)
- The Minnesota Emergency Planning and Community Right-to-Know Act (Section 299K.01)
- Investigation, Reporting, and Control of Communicable Diseases. (Section 145A - Public Health Law)
- Firebreaks, Prevention of Fires (Chapter 88.04)
- Drainage Repair and Construction After a Disaster Chapter (Chapter 103E.705, Subd. 7)
- Flood Protection Plans (103F.155)
- Good Samaritan (Chapter 115E.06)
- Emergency Records Preservation (Chapter 138.17, Subd. 8)
- Reassessment of Homestead Property Damaged by a Disaster (Chapter 273.123)
- Minnesota Hazardous Materials Incident Response Act Chapter (Chapter 299A.48-52)
- Community Emergency Response Hazardous Substance Protection Act (299F.091-099)
- Office of Pipeline Safety (Chapter 299J)
- Hazardous Chemical Emergency Planning and Response (Chapter 299K)

Ramsey County Charter, Resolutions, and Ordinances

Ramsey County Code

- 2.10.2 Meetings
- 2.10.3 Notice of Public Meetings
- 2.20.02 Ordinance Procedures (Charter, Section 5.02)
- 2.20.03 Emergency Ordinances (Charter, Section 5.03)
- 3.40.33 Emergency Purchasing
- 3.40.66 Severe Weather and Emergency Closing
- 5.10.18 Declaration of Emergency
- 5.40.81 Severe Weather Policy
- 6.10.21 Disbursements
- 7.50.7 Sufficient Referendum Petition and Board Action

Ramsey County Charter

- Sec. 2.04 Procedure: Meetings, Rules and Record, Voting
- Sec. 5.01 Ordinance: Definitions and Vote Required
- Sec. 5.04 Resolutions
- Sec. 5.02 Ordinance Procedures
- Sec. 5.03 Emergency Ordinances
- Sec. 6.02 County Plan
- Sec. 8.06 Referendum
- Sec. 9.05 Bonding
- Sec. 10.04 Amendments After Adoption

Selected Municipal Resolutions, Codes, and Ordinances

City of Arden Hills

- Municipal Code, Chapter 7
- Mutual Aid Agreements

City of Falcon Heights

- Resolution No 2005-03 – Adoption of NIMS

City of Little Canada

- Resolution No. 467, dated November 12, 1997

City of Maplewood

- Ordinance No. 378, dated October 17, 1974, as amended.
- Mutual Aid Agreements
- Adoption of NIMS approved 3/31/05.

City of Mounds View

- Municipal Code Chapter 601

City of New Brighton

- Ordinance No. 115, GI: Code 1966 S205.10(1)

City of North Saint Paul

- Resolution No., dated 1 September 21, 1998

City of Roseville

- Chapter 107; section 107.01 – 107.05
- Adoption of Countywide Plan Resolution #10290 (4/11/05)
- Adoption of NIMS Resolution # 10289 (4/11/05)

City of Shoreview

- Resolution No. 1301, dated 1 September 1971
- Mutual Aid Agreements: Resolutions 84-168 (11-5-84); 85-53 (6-17-85)
- Adoption of Countywide Plan: Resolution 05-29
- Adoption of NIMS Resolution 05-30

City of Vadnais Heights

- Resolution No. 287, dated July 20, 1982

City of White Bear Lake

- Section 503 of Ordinance No. 677 of the Municipal Code

Other Selected Bulletins and Guidelines

- National Emergency Management Standard (Emergency Management Accreditation Program)
- Minnesota Division of Emergency Management Bulletin No. 87 – 1 Pipeline Safety Law 353
- Minnesota Division of Emergency Management (DEM) Bulletin No. (Local government emergency operations plan requirements)
- Minnesota DEM MNWALK (2023)
- NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs

DOCUMENT NAME	Municipal Promulgation Template
DOCUMENT TYPE	Support Document
CEOP SECTION	Section 3
LAST UPDATED	March 2023

Municipal Letter of Promulgation

The [**municipal**] City Council formally adopted the 2023 update to the Comprehensive Emergency Operations Plan (CEOP) on [**insert date**] via Resolution [**insert number**].

The CEOP details all comprehensive emergency management efforts. It is designed to comply with all applicable federal and state regulations and to provide the policies and procedures to be followed in dealing with any emergency and/or disaster. The CEOP identifies the hazards that could affect the county, sets forth the responsibilities of local government departments and agencies, and outlines a means for local and state resources to be used to support impacted populations. The planning authorities and responsibilities conveyed to individual local government departments and agencies are recognized and acknowledged. This plan supersedes all other municipal CEOPs.

Pursuant to Minnesota Statute Chapter 12, this plan will be reviewed annually and updated as necessary.

As [**position**], I certify that I have reviewed this document for compliance with state and federal requirements. I hereby recommend that the Municipal Manager and Mayor promulgate the updated 2023 CEOP.

_____   _____
<name>   Date

The undersigned have reviewed, approve, and promulgate the 2023 CEOP as required by MN Statute 12. All local departments and agencies under [**municipality**] jurisdiction shall abide by and cooperate fully with the provisions described or referenced herein.

_____   _____
<name>   Date
Municipal Manager

_____   _____
<name>   Date
Mayor

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1. County/Municipal Incident Manager

RC PRIMARY: County Manager
RC ALTERNATE: Emergency Management Director OR as Designated by Primary
MUNI PRIMARY: Appointed
MUNI ALTERNATE: Appointed
SUPERVISOR: Policy Group

1.1 Role

Overall management of Ramsey County or the municipality's emergency response efforts.

1.2 Responsibilities

- Establish an organization for countywide/municipal planning and coordination for incident response and recovery.

- Coordinate operationalization of policy directives.

- Identify and prioritize resource needs and allocation.

- Develop and issue rules, regulations, proclamations, and orders in coordination with the Policy Group and Emergency Operations Center (EOC) Director.

- Review, approve, and promulgate the Incident Action Plans (IAPs).

- Advise the county/municipal manager on any county/municipal declarations of emergency.

- Approve incident messaging in coordination with the Public Information Officer (PIO).

- Review contracts in coordination with the Finance Section Chief.

- Ensure the EOC has adequate staffing and resources to support the County's/municipality's incident response.

- Provide planning and operational recommendations to the Ramsey County Manager/City Manager as appropriate.

2. Emergency Operations Center (EOC) Director

RC PRIMARY: Emergency Management Director OR as Designated by County Incident Manager
RC ALTERNATE: Deputy Director OR as Designated by Primary
MUNI PRIMARY: Appointed
MUNI ALTERNATE: Appointed
SUPERVISOR: County Incident Manager

2.1 Role

Facilitate the overall functioning of the Emergency Operations Center (EOC) and coordination with other agencies.

2.2 Responsibilities

- Make executive decisions and provide staff direction based on policy directives and established operational priorities.

- Establish the appropriate level of organization, and continuously monitor the effectiveness of that organization. Make changes as required.

- Support the development of rules, regulations, proclamations, and orders in coordination with the Policy Group and County/Municipal Incident Manager.

- Exercise overall management responsibility for the support and coordination of the response efforts within the affected area.

- In conjunction with the General Staff, set strategies for meeting operational priorities, and ensure that all agency actions are accomplished in alignment with incident policies.

- Coordinate all visits to the EOC.

3. Public Information Officer (PIO)

RC PRIMARY: Director of Communication OR as Designated by EOC Director
RC ALTERNATE: Designated by Primary
MUNI PRIMARY: Assigned
MUNI ALTERNATE: Assigned
SUPERVISOR: County/Municipal Incident Manager

3.1 Role

Serve as the collection, evaluation, alignment, and dissemination point for all media and related information releases within the affected area.

3.2 Responsibilities

- Review and coordinate all public information releases.

- Ensure that information released is consistent, accurate, and timely.

- Ensure appropriate information support is provided to all required agencies upon request.

- Ensure that the public within the affected area receives complete, accurate, timely, and consistent information about lifesaving procedures, health preservation instructions, emergency status, relief programs and services, and other relevant information.

- Maintain a relationship with media representatives and hold periodic press conferences.

- Establish a Joint Information System (JIS) and activate a Joint Information Center (JIC), when necessary.

4. Liaison Officer

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: EOC Director

4.1 Role

Serve as the sole point of contact for agency representatives from assisting organizations and agencies outside the County/municipal government structure to reduce the risk of their operating independently, and to facilitate decisions for overall emergency response activities.

4.2 Responsibilities

- Coordinate with agency representatives assigned to the Emergency Operations Center (EOC).

- Function as a central location for incoming Agency Representatives, provide workspace and arrange for support as necessary.

- Interact with the Public Information Officer (PIO), Section Chiefs, and others within the EOC to obtain information, assist in coordination, and ensure the proper flow of information.

5. Information Services / GIS

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: EOC Director

5.1 Role

Provide Geographic Information Services (GIS) and other technical support services to the various organizational elements within the Emergency Operations Center (EOC).

5.2 Responsibilities

- Coordinate with agency representatives assigned to the EOC.

- Function as a central point of contact for incoming and ongoing mapping and spatial analysis product needs.

- Interact with the Command and General Staff on mapping and spatial analysis product needs.

6. Operations Section Chief

PRIMARY: As Designated by EOC Director
ALTERNATE: As Designated by Primary
SUPERVISOR: EOC Director

For the Ramsey County Emergency Operations Center (RC EOC): Operations Chief and staff are dependent on the type of incident (i.e., Public Health for a public health incident, Sheriff's Department for law enforcement incidents, etc.)

6.1 Role

Coordinate all jurisdictional operations in support of the emergency response through the implementation of the County/municipality Emergency Operations Center (EOC) Incident Action Plan (IAP) and coordinate all requests for mutual aid and other operational resources.

6.2 Responsibilities

- Ensure that the Operations Section function is carried out, including the coordination of response for Fire, Law, Health and Medical, and Public Works.

- Establish and maintain staging areas for incoming resources.

- Develop and ensure that the EOC IAP's operational objectives are carried out.

7. Planning Section Chief

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: EOC Director

For the Ramsey County Emergency Operations Center (RC EOC): RCEMHS serves as the primary agency to coordinate the Planning Section, with significant support from the County's Administrative Assistant professional staff and additional County departments providing support as necessary.

7.1 Role

Collect, document, evaluate, forecast, formulate, disseminate, and use information about the development of the incident and status of resources.

7.2 Responsibilities

- Collect, analyze, share, and display situation information.

- Preparing periodic situation reports.

- Facilitate the development of the EOC Incident Action Plan (IAP).

- Provide advance planning to support response as the incident unfolds.

- Plan for incident demobilization.

8. Finance/Administration Section Chief

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: EOC Director

For the Ramsey County Emergency Operations Center (RC EOC): The Finance/Admin section is primarily staffed by Ramsey County Finance and Purchasing Departments and is supported by RCEMHS for Disaster Cost Recovery decisions.

8.1 Role

Supervise the financial support, response, and recovery for the disaster/emergency; ensure that the payroll and revenue collection process continue and activate the Disaster Accounting System.

8.2 Responsibilities

- Implement a Disaster Accounting System.

- Maintain financial records of the emergency.

- Track and record all agency and volunteer staff time.

- Facilitate monetary donations per approved policies and procedures.

- Process purchase orders and contracts in coordination with Logistics Section.

- Process worker's compensation claims received at the Emergency Operations Center (EOC).

- Handle travel and expense claims.

- Provide administrative support to the EOC.

9. Logistics Section Chief

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: EOC Director

For the Ramsey County Emergency Operations Center (RC EOC): Public Works and Property Management serve as the primary agencies staffing the Logistics Section, with municipal and/or County finance departments supporting. In addition, the Logistics Section may be supported by Ramsey County Community Corrections, Ramsey County Public Works, Ramsey County Sheriff's Office, and/or St. Paul - Ramsey County Public Health depending on the scope of the incident.

9.1 Role

Support the response effort and oversee the acquisition, transportation, and mobilization of resources.

9.2 Responsibilities

- Provide resource management and tracking.

- Manage all radio, data, and telephone needs of the Emergency Operations Center (EOC).

- Coordinate transportation needs and issues.

- Manage personnel issues and support the registration of volunteers.

- Obtain all materials, equipment, and supplies to support emergency operations.

- Coordinate management of facilities used during disaster response and recovery.

10. Emergency Operations Center/Incident Command Post (EOC/ICP) Liaison

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: Operations Section Chief

10.1 Role

Serve as a communication link between the Emergency Operations Center (EOC) and Incident Command Post (ICP) to facilitate the flow of information and support resource and information requests.

10.2 Responsibilities

- Provide information about incident status from the ICP to the EOC.

- Provide a conduit for exchange of information about resource needs and fulfillment.

- Provide a conduit for exchange of information related to public information.

11. Volunteer and Donations Manager

PRIMARY: Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: Logistics Chief

11.1 Role

Coordinate an efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support incidents requiring a coordinated response, including offers of unaffiliated volunteer services and unsolicited donations.

11.2 Responsibilities

- Enhance resources available to Ramsey County or the municipality and the community-at-large for disaster response and recovery through the involvement of volunteers and the use of donations.

- Establish a means by which unaffiliated volunteers and philanthropists can contribute to disaster response and recovery efforts.

- Encourage inclusive partnerships among governmental agencies and community-based organizations (CBOs) for the most effective, culturally competent, community-wide approach to volunteer and donations management.

12. Documentation Unit Leader

PRIMARY: As Designated by EOC Director
ALTERNATE: Designated by Primary
SUPERVISOR: Planning Section Chief

12.1 Role

Compile and distribute the Emergency Operations Center (EOC) Incident Action Plans (IAPs); maintain accurate and complete incident files; establish and operate an EOC Message Center; provide copying services to EOC personnel and preserve incident files for legal, analytical, and historical purposes; collect and maintain documentation to be utilized for the After-Action Report/Improvement Plan (AAR/IP).

12.2 Responsibilities

- Maintain an accurate and complete record of significant disaster events.

- Assist other parts of the EOC organization in setting up and maintaining files, journals, and special reports.

- Collect and organize all written forms, logs, journals, and reports at completion of each shift from all sections.

- Establish and operate a Message Center at the EOC and assign appropriate internal and external message routing.

- Provide documentation and copying services to EOC staff.

- Maintain and preserve disaster/emergency files for legal, analytical, and historical purposes.

- Compile copy and distribute the EOC IAPs as directed by the Section Chiefs.

- Compile, copy, and distribute the AAR/IP with input from other sections/units.

DOCUMENT NAME	Declaration Samples
DOCUMENT TYPE	Support Section
CEOP SECTION	Section 3
LAST UPDATED	March 2023

06a: SAMPLE Ramsey County Request for Board Action (declaration)

**06b:** SAMPLE Ramsey County Chair 72 Hour Declaration

06c: SAMPLE Ramsey County Declaration

06d: SAMPLE Municipal 72 Hour Declaration

06e: SAMPLE Municipal Declaration

REQUEST FOR RAMSEY COUNTY BOARD ACTION
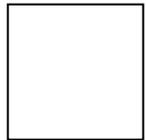
Type of Agenda:
☐ Policy
☐ Administrative

☐ Consent
☐ Information

☐ Public Hearing
☐ Ordinance

Requesting Department: **County Manger Division of Emergency Management & Homeland Security**

Committee: _____
Committee: _____

Meeting Date: _____
Meeting Date: _____

County-Wide Ramifications ☒
   or
Affected Commissioner District(s) #: _____

Board Meeting Date: _____

Board Meeting Date: _____

SUBJECT   Declaration of Local State of Emergency in Ramsey County

EXECUTIVE SUMMARY

[Summary of initiating condition/cause. **MUST MATCH the language in the Resolution** <u>exactly</u>]

ACTION REQUESTED

1) Declare Ramsey County to be in a Local State of Emergency effective the [Date **incident began** from WHEREAS 1 of the Draft Resolution] due to the ongoing and expected response to and recovery from [Incident from WHEREAS 1] – **MUST USE THE EXACT language from the first "Resolved" statement in the draft Resolution]**
2) **Declare that this Local State of Emergency will end at such time as the County Manager, acting on the advice of the Director of Emergency Management and Homeland Security, subject matter experts, notifies the Chair of the Board that the State of Emergency is no longer warranted.**
3) **Direct the County Manager and Director of Emergency Management and Homeland Security to coordinate such actions and request such state and/or federal assistance as needed to protect lives and public and private property in Ramsey County and the recovery of the County to the extent practicable and allowed by law, ordinance, and Charter.**

SUBJECT: *Declaration of Local State of Emergency*

ATTACHMENTS:

[Include the original 72 Hour declaration if it was in place]

PREVIOUS ACTION:

The County Board has declared a State of Emergency in Ramsey County on various occaisions over the past decade. [The Chair of the County Board signed a Declaration of Emergency as required by Mn. Stat. Chapter 12.29 on DATE, which was valid for up to 72 hours and requires a formal vote of the Board after that time.].

WHEREAS, [**Summary of initiating condition/cause**]; and

WHEREAS, [**Summary of actual impacted areas that MUST INCLUDE the actual dates of the impacts**] has caused significant damage to public infrastructure in the County; and
WHEREAS, Subject Matter Experts have determined that significant protective measures must be undertaken [**OR, have been required**] to reduce the impact of the [**INCIDENT from first paragraph**] and significant activity will be beyond the usual resources of Ramsey County; and

WHEREAS, Minnesota Statutes Chapter 12.29 authorizes the Chair of the Ramsey County Board of Commissioners to sign a Declaration of Local Emergency in Ramsey County valid for up to 72 hours after which an open meeting of the Board of County Commissioners will be needed to continue this Declaration; and

WHEREAS, The Ramsey County Director of Emergency Management and Homeland Security recommends that the Ramsey County Board of Commissioners declare that a Local State of Emergency exists in Ramsey County; Now, Therefore, Be It

RESOLVED, I _____ [**Printed name of Chair**] as Chair of the Ramsey County Board of Commissioners declare Ramsey County to be in a Local State of Emergency effective the [**Date incident began from paragraph 2**] due to the ongoing and expected response to and recovery from [**Incident from Paragraph 1**]; and direct the County Manager and the Director of Emergency Management and Homeland Security to coordinate such actions and request such state and/or federal assistance as needed to protect lives and public and private property in Ramsey County and the recovery of the County from the impacts of this situation to the extent practicable and allowed by law, ordinance, and Charter and BE IT FURTHER

RESOLVED that I direct the County Manager and Director of Emergency Management to ensure a formal Request for Board Action be put forward to an open meeting of the Board of Commissioners as required by law.

Signed this _____ day of _____, 20__

_____ [**Signature of Chair**]
Chair,
Ramsey County Board of Commissioners

WHEREAS, [**Summary of initiating condition/cause. MUST MATCH Executive Summary of RBA exactly**]; and

WHEREAS, [**Summary of actual impacted areas that MUST INCLUDE the actual dates of the impacts**] has caused significant damage to public infrastructure in the County; and

WHEREAS, The Chair of the Ramsey County Board of Commissioners in compliance with Minnesota Statutes Chapter 12.29 signed a Declaration of Local Emergency in Ramsey County effective [**DATE SIGNED – delete this sentence if no 72 hour declaration was used**]; and

WHEREAS, [**Additional relevant impacts ongoing or expected – use as many additional as needed**]; and

WHEREAS, Subject Matter Experts have determined that significant protective measures must be undertaken [**OR, have been required**] to reduce the impact of the [**INCIDENT from first paragraph**] and significant activity will be needed to respond to and recover from the impacts and damage that has occurred and will continue to occur; and

WHEREAS, Damages in the [**Impacted municipalities**] have resulted in the need for the Mayor of [**Impacted municipalities**] to declare a Local State of Emergency to exist within that City [**or, those jurisdictions**]; and

WHEREAS, The required protective actions, response, and recovery from this event will be beyond the usual resources of Ramsey County; and

WHEREAS, The Ramsey County Director of Emergency Management and Homeland Security recommends that the Ramsey County Board of Commissioners declare that a Local State of Emergency exists in Ramsey County; Now, Therefore, Be It

RESOLVED, The Ramsey County Board of Commissioners declares Ramsey County to be in a Local State of Emergency effective the [Date incident began from paragraph 1] due to the ongoing and expected response to and recovery from [**Incident from Paragraph 1**]; and Be It Further

RESOLVED, That the Local State of Emergency will end at such time as the County Manager, acting on the advice of the Director or Emergency Management and Homeland Security, notifies the Chair of the Board that the State of Emergency is no longer warranted; and Be It Further

RESOLVED, The Ramsey County Board of Commissioners directs the County Manager and the Director of Emergency Management and Homeland Security to coordinate such actions and request such state and/or federal assistance as needed to protect lives and public and private property in Ramsey County and the recovery of the County from the impacts of this situation to the extent practicable and allowed by law, ordinance, and Charter.

WHEREAS, [**Summary of initiating condition/cause**]; and

WHEREAS, [**Summary of actual impacted areas that MUST INCLUDE the actual dates of the impacts**] has caused significant damage to public infrastructure [**Name of Municipal Jurisdiction**]; and

WHEREAS, Subject Matter Experts have determined that significant protective measures must be undertaken [**OR, have been required**] to reduce the impact of the [**INCIDENT from first paragraph**] and significant activity will be beyond the usual resources of the city; and

WHEREAS, Minnesota Statutes Chapter 12.29 authorizes the Mayor of [**Name of Municipal Jurisdiction**] to sign a Declaration of Local Emergency valid for up to 72 hours after which an open meeting of the City Council will be needed to continue this Declaration; Now, Therefore, Be It

RESOLVED, I _____ [**Printed name of Mayor]** declare [**Name of Municipal Jurisdiction**]; to be in a Local State of Emergency effective the [Date incident began from paragraph 2] due to the ongoing and expected response to and recovery from [**Incident from Paragraph 1**]; and direct the City Manager and Director of Emergency Management to coordinate all necessary actions of city departments and agencies in support of this incident to coordinate such actions. I request the Ramsey County Manager and the Ramsey County Director of Emergency Management and Homeland Security to coordinate such actions and request such county, state and/or federal assistance as needed to protect lives and public and private property in in [**Name of Municipal Jurisdiction**] and the recovery of the city from the impacts of this situation to the extent practicable and allowed by law, ordinance, and Charter; and BE IT FURTHER

RESOLVED, that I direct the City Manager to ensure a formal Resolution regarding this state of local emergency be put forward to an open meeting of the City Council as required by law.

Signed this _____ day of _____, 20__

_____ [**Signature of Mayor**]
Mayor,
[**Name of Municipal Jurisdiction**]

WHEREAS, [**Summary of initiating condition/cause**]; and

WHEREAS, [**Summary of actual impacted areas that MUST INCLUDE the actual dates of the impacts**] has caused significant damage to public infrastructure in [**Name of Municipal Jurisdiction**]; and

WHEREAS, The Mayor of in [**Name of Municipal Jurisdiction**] in compliance with Minnesota Statutes Chapter 12.29 signed a Declaration of Local Emergency in in [**Name of Municipal Jurisdiction**] effective [**DATE SIGNED – delete this sentence if no 72 hour declaration was used**]; and

WHEREAS, [**Additional relevant impacts ongoing or expected – use as many additional as needed**]; and

WHEREAS, Subject Matter Experts have determined that significant protective measures must be undertaken [**OR, have been required**] to reduce the impact of the [**INCIDENT from first paragraph**] and significant activity will be needed to respond to and recover from the impacts and damage that has occurred and will continue to occur; and

WHEREAS, The required protective actions, response, and recovery from this event will be beyond the usual resources of in [**Name of Municipal Jurisdiction**]; and

Now, Therefore, Be It

RESOLVED, The in [**Name of Municipal Jurisdiction**] Council declares in [**Name of Municipal Jurisdiction**] to be in a Local State of Emergency effective the [**Date incident began from paragraph 1**] due to the ongoing and expected response to and recovery from [**Incident from Paragraph 1**]; and Be It Further

RESOLVED, That the Local State of Emergency will end at such time as the Mayor, acting on the advice of subject matter experts, notifies the Council that the State of Emergency is no longer warranted; and Be It Further

RESOLVED, Direct the City Manager and Director of Emergency Management coordinate all necessary actions of all city departments and agencies in support of this incident; and Be It Further

RESOLVED, The [**Name of Municipal Jurisdiction**] hereby requests the Ramsey County Manager and the Ramsey County Director of Emergency Management and Homeland Security to coordinate such actions and request such county, state and/or federal assistance as needed to protect lives and public and private property in in [**Name of Municipal Jurisdiction**] and the recovery of the city from the impacts of this situation to the extent practicable and allowed by law, ordinance, and Charter.

DOCUMENT NAME	Red Cross Sites
DOCUMENT TYPE	Support Document
CEOP SECTION	Section 3
LAST UPDATED	March 2023

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DOCUMENT NAME	Gift or Donation Acceptance Form
DOCUMENT TYPE	Support Document
CEOP SECTION	Section 3
LAST UPDATED	March 2023

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RAMSEY COUNTY
GIFT OR DONATION ACCEPTANCE

If this gift involves a staff increase, consists of real property, will be used to support the operations of the County Board, or is valued $10,000 or more, then it cannot be accepted by the County Manager. Gifts of these types must be accepted by separate Board Action (Admin Code 5.40.03).

1. Type of Document:	**Gift or Donation Acceptance**
2. Requesting Department: Additional Department(s):	
3. Authority for County Manager Signature (Resolution or Admin Code Number):	**Admin Code 5.40.03, Resolutions 97-374 and 2003-159.**
4. Donor Name:	
5. Does the Donor Wish to Remain Anonymous?	☐ Anonymous
6. Purpose of Gift or Donation:	
7. Gift Amount or Value:	
8. If gift value is $100 or more, attach draft letter of acceptance from Board Chair.	☐ Draft Acceptance Letter from Board Chair is Attached ☐ Department sent Thank You note
9. Type of Gift (if money, Aspen revenue string:):	
10. Date of gift or donation:	

Prepared by: _____ _____ _____
                Preparer   *Phone #*   *Date*

Recommended by: _____ _____ _____
                Department Director   *Phone #*   *Date*

Reviewed by: _____ _____ _____
                Budgeting and Accounting   *Phone #*   *Date*

Accepted by: _____ _____
                County Manager   *Date*

Document
Number: GIFT

RAMSEY COUNTY
GIFT OR DONATION ACCEPTANCE

Donor
Name: ANONYMOUS

Program/Proj/
Svc Name:

Departments:

Good/Service
Type:

Agreement
Type: GIFT OR DONATION ACCEPTANCE

Gift Date:

Comments: GIFT

               ADMIN CODE 5.40.03, RESOLUTIONS 97-374 AND 2003-159. GIFT FROM
               AN ANONYMOUS DONOR FOR $0.00.
Memo: