HENNEPIN COUNTY
PUBLIC HEALTH

Emergency Response and Recovery Plan

Base Plan

Revision Date: 3/10/2025

Emergency Response and Recovery Plan

Public Health Emergency Preparedness and Response
300 South Sixth Street, MC-W770
Minneapolis, MN 55487
Emergency.prepare@hennepin.us
Hennepin.us/publichealth

3/10/25

To obtain this information in a different format, call: 612-348-8900.

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Verification of Plan Approval

I acknowledge and certify that this document of the Hennepin County Public Health Emergency Response and Recovery Plan has been reviewed and revised in accordance with the current emergency preparedness and mitigation activities, as well as the current emergency response and operations procedures as they pertain to Hennepin County.

I acknowledge that this certification is valid for 12 months or until any significant changes to this plan take place as demonstrated by the Record of Revision table, whichever comes first. Details on the review and approval process are in the Plan Development and Maintenance section of this plan.

Marcee Shaughnessy Date 3/10/2025
Public Health Emergency Preparedness and Response Manager

Record of Revision

Revision Date	Revision Summary	Posted by
March 2025	• Formatted plan using Hennepin County report template • Reordered sections to align with FEMA's Comprehensive Planning Guide 101 • Incorporated health equity and trauma-informed principles throughout the plan, including addition of Approach and Community section • Added Information Collection, Analysis, and Dissemination, Administration and Finance, Training and Exercises sections • Incorporated material from Direction and Control Annex • Removed Executive Summary, Preparedness and Capabilities section, and Appendices: HCPH Legal Authorities, HCPH Mutual Aid, and Acronyms and Definitions	Whitney Hultstrand

Purpose

Hennepin County Public Health is responsible for protecting the health and safety of the residents of the County and limiting the adverse effects from any emergency that impacts health or basic needs. Health is a fundamental human right, and the realization of health equity will ensure everyone has a fair and just opportunity to attain their highest level of health. The Hennepin County Public Health Emergency Response and Recovery Plan establishes a framework for leadership, coordination, and decision-making during an incident/event that poses risk to health and safety. This plan includes responsibilities for Hennepin County Public Health and Hennepin County Human Services. The Emergency Response and Recovery Plan describes:

- The decision-making process to activate the Emergency Response and Recovery Plan.
- The notification process to populate Emergency Response and Recovery Plan functions and activities.
- The incident management structure/system that will be used by Hennepin County Public Health and Human Services.
- Hennepin County Public Health and Human Services roles and responsibilities during an incident/event.

Approach

Hennepin County Public Health is committed to ensuring that all response efforts are viewed through a health equity and trauma-informed lens. Trauma is a person's emotional response to a distressing experience. The single or prolonged stress-filled event(s) shatter(s) an individual's sense of security making the individual feel helpless in a dangerous world. Recognizing that emergencies often worsen existing disparities and can re-traumatize communities already facing significant challenges, Hennepin County Public Health prioritizes support for populations likely to be disproportionately affected during an emergency, including those with access and functional needs.

People who are disproportionately affected by emergencies are individuals or groups who experience a greater burden of harm, loss, or difficulty during and after emergencies due to circumstances that make them more vulnerable. This includes those with access and functional needs. Circumstances can be social, economic, physical, or systemic, such as:

- **Socioeconomic status**: Limited financial resources or access to resources.
- **Health conditions**: Chronic illnesses, pharmacological dependency, pregnancy, disabilities, or mental health challenges.
- **Age**: Young children or older adults who may require additional care or support.
- **Language barriers**: Individuals who are limited or non-English speaking.
- **Housing instability**: People experiencing homelessness or living in unsafe housing.
- **Social isolation**: Lack of family or community networks for support.

- **Marginalization**: People experiencing discrimination due to race, ethnicity, gender, or immigration status.
- **Geographical location**: Living in high-risk or isolated areas (e.g., flood zones or rural areas).
- **Congregate living**: People living in long-term care facilities, prisons, or group homes, where mobility and autonomy may be restricted.
- **Limited transportation**: Individuals without personal vehicles, those relying on public transportation, or living in areas with limited transit options.

These groups often face challenges in accessing resources, evacuating, or recovering from the effects of emergencies, making targeted support critical to achieving equitable outcomes. By embedding equity and trauma-informed care into response and recovery efforts, Hennepin County Public Health strives to provide equitable access to resources, tailor support to meet diverse community needs, and actively involve underrepresented and impacted communities in planning and decision-making.

Plan Organization

The Emergency Response and Recovery Plan supports operations described in the Hennepin County Emergency Operations Plan, mainly focusing on the Mass Care, Sheltering and Human Services Annex and the Public Health and Medical Services Annex. All activities described in this plan will be coordinated with Hennepin County Emergency Management, and if activated, the Emergency Operations Center. See Figure 1 for a graphic of plan relationships.

The Hennepin County Public Health Emergency Response and Recovery Plan is consistent with the concepts, principles, terminology, and organizational processes in the National Incident Management System and the National Response Framework.

The Plan consists of the following parts:

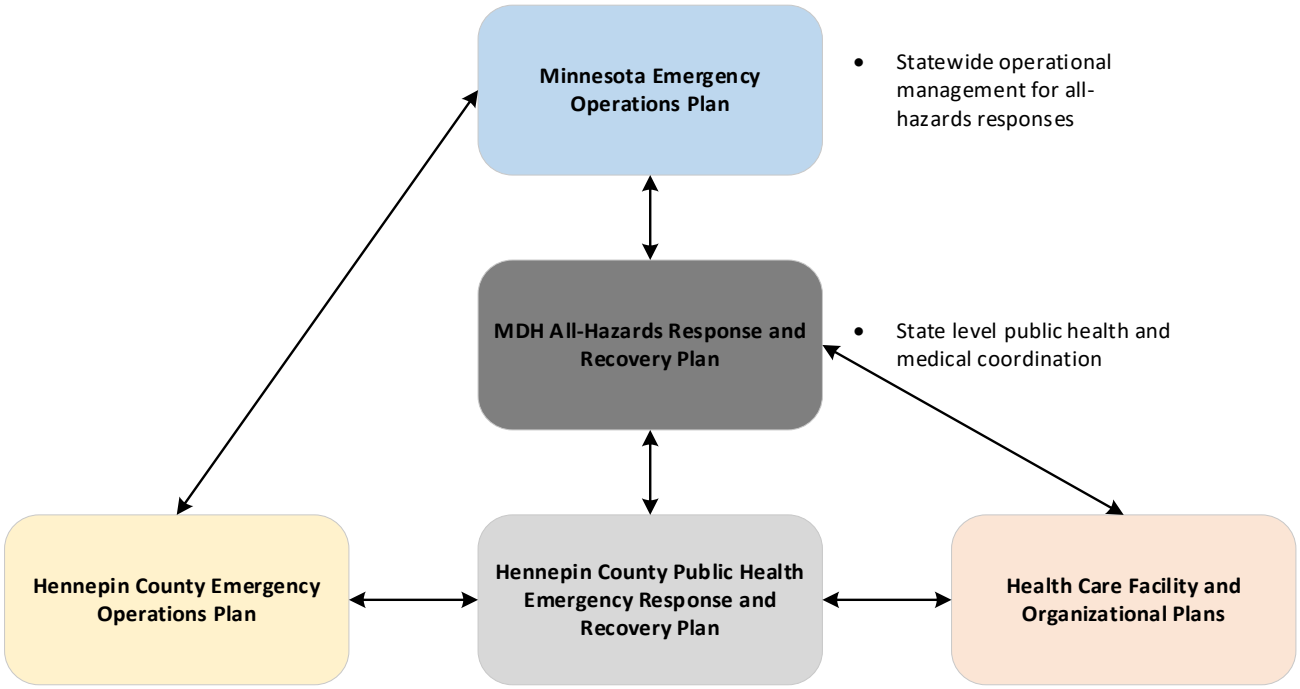
1. **Base Plan.** The base plan provides an overview of Hennepin County Public Health's response and recovery functions. It describes hazards, the general concept of operations, and roles and responsibilities.
2. **Annexes.** The annexes provide additional information organized around the performance of a core delivery function or internal function. These annexes describe the actions, roles, and responsibilities of Hennepin County Public Health and participating organizations.
    a. **Functional Annexes:** Address core delivery functions that may be needed to support any type of emergency.
        - Access and Functional Needs
        - Community Recovery
        - Disaster Assistance Center
        - Disaster Behavioral Health
        - Isolation and Quarantine
        - Mass Care
        - Medical Countermeasures Dispensing and Administration
        - Medical Materiel Management and Distribution

- Family Assistance Center
- Risk Communication

b. **Support Annexes:** Address the key internal functions needed to deliver an effective response to an emergency.
   - Continuity of Operations
   - Logistics Support
   - Responder Safety and Health
   - Volunteer Management

c. **Incident Annexes:** Provide information to guide response operations to a select list of hazards/threats.
   - Infectious Disease

Figure 1: Plan Relationships



Scope

The Emergency Response and Recovery Plan supports responses to all levels of public health and human services emergencies and disasters. In keeping with the Incident Command System concepts of flexibility and scalability, all or part of the procedures contained in this plan may be used to support response efforts depending on the scope of the emergency or disaster. This plan is applicable to all types of natural and human-caused disasters including chemical, biological, radiological, nuclear, and explosive; weather and natural disasters; terrorism; and technological failures.

The scope of this plan encompasses coordination and support tailored to meet the diverse needs of Hennepin County residents, focusing on addressing and mitigating health inequities during and after emergencies. The needs and challenges facing populations with existing disparities will be central to

any emergency response and will be integrated in the department's incident action planning and interagency coordination.

Situation Overview

Hennepin County has a population of 1,281,565 (Census 2020), with 46 political jurisdictions. The city of Minneapolis, with an estimated population of 429,954, is the most densely populated area in the county. The city of Minneapolis provides public health emergency services to its residents and the city of Bloomington, through its public health division, provides public health emergency services to the residents of Bloomington, Edina, and Richfield via the Public Health Alliance of Bloomington Edina Richfield. Hennepin County is bordered by Anoka, Ramsey, Dakota, Scott, Carver, and Wright Counties.

The Metro Health and Medical Preparedness Coalition facilitates integrated planning, response, and recovery activities critical to an effective response to an event or emergency with public health and medical implications in the metro area. The healthcare system in Hennepin County includes nine hospitals and one Veteran's Affairs Medical Center. Additional information on hospitals, Emergency Medical Services, clinics, and community health centers is available on the Twin Cities Metro Health Resource Map.

Community

Building and sustaining a relationship with community members and organizations is at the core of equitable public health emergency response. Partnerships lead to more efficient processes, better communication, and built trust, which helps to improve health outcomes for communities. To be equitable, it is imperative to integrate the voices of underrepresented and impacted communities into all policy, program, and resource decisions. Hennepin County will continue to support and organize the relationships between the county and community members and organizations. These relationships are an asset during an emergency response. The following are programs and tools within the county to support and organize community engagement.

Trusted Messengers Program – partnership between organizations representing the diverse cultural groups and geographic areas in Hennepin County that have experienced the starkest disparities.

Community Engagement Roster Program – allows organizations with expertise in a variety of community outreach and engagement services to establish a professional services principal agreement with Hennepin County.

Community Engagement Inventory – catalog of public health community engagement activities.

Risk Assessment

Hennepin County Public Health routinely conducts an analysis of the health-related impacts of various hazards that can occur in Hennepin County to inform planning priorities. The risk assessment evaluates the planning that is necessary to ensure access to emergency response and preparedness resources, considering the services provided by public health and the healthcare system. The

assessment looks at the probability, severity, impact on at-risk populations, and public health preparedness of Hennepin County Public Health for 21 potential hazards.

The top three hazards identified in the 2024 jurisdictional risk assessment were:

1. Pandemic
2. Severe weather/extreme temperatures
3. Localized infectious disease

Each of these hazards can lead directly or indirectly to health and human services emergencies.

Public Health Threats

Threats to public health may be a direct or indirect result of a natural disaster or human-caused incident. A major epidemic or bio-terrorist attack would pose a direct threat to public health. Additional threats could result from a natural disaster such as a major tornado or extreme heat or cold weather. While local, state, and federal agencies have implemented aggressive preventive strategies, not all threats can be prevented.

Terrorist Attack

Terrorist threats range from localized incidents which can be contained within a matter of hours or days resulting in limited casualties, to catastrophic incidents resulting in tens of thousands of deaths and injuries, consequently resulting in residual impacts lasting years. Potential terrorist threats include attacks utilizing biological or chemical agents; contamination of food or water supplies; cyber or other attacks on critical infrastructure; explosive devices; introduction of foreign animal diseases; detonation of improvised nuclear device; or detonation of a "dirty bomb." (A "dirty bomb" is a conventional explosive such as dynamite packaged with radioactive material that scatters.)

Biological Terrorism

The release of harmful biological agents through a terrorist act represents an extremely grave threat to public health. Biological terrorism is defined as an intentional release of viruses, bacteria, or their toxins for the purpose of harming or killing American citizens. The Department of Homeland Security considers the threat of biological terrorism to be of particular concern.

Natural Disasters

Natural disasters may also result in threats to public health and/or human services through contamination or interruptions in supplies of water, food, clean air, medications, medical supplies, or damage to critical infrastructure. Disruptions to the natural landscape, fallen debris, and other consequences of natural disasters pose serious barriers for individuals, especially for persons with access and functional needs.

Technological Incident

An intentional or unintentional release of harmful biological agents, chemicals, and/or radiological materials may result from technological explosions or transportation accidents. Resulting interruptions of communications, utilities, or major transportation systems may pose serious threats to public health and basic needs.

Epidemic or Pandemic Disease Outbreak

Large-scale naturally occurring disease epidemics or pandemics pose a continuing threat to public health in Hennepin County. Threats may be from an actual outbreak or from the potentially chaotic social response to a potential outbreak that is publicly identified or described in the media.

Planning Assumptions

- Activation of the Emergency Response and Recovery Plan may be based off minimal information.
- Activation of the Emergency Response and Recovery Plan initiates activities to anticipate, recognize, evaluate, and control threats to responder safety and health during operations.
- Activation of functional, support, or incident specific annexes will occur as more information is collected and deemed appropriate.
- An emergency in Hennepin County may exceed local and regional response capabilities.
- Effective preparedness and response to a public health emergency will require coordination and collaboration among public health, public safety, and healthcare organizations at the local, regional, state, and national level.
- Hennepin County Public Health is the public health authority for Hennepin County and is responsible for the protection of the health and welfare of its citizens.
- Hennepin County Human Services is the lead human services and mental/behavioral health agency for Hennepin County. In this lead role, the department will assist or coordinate human services and mental/behavioral health mitigation, preparedness, response, and recovery activities with local jurisdictions.
- Hennepin County Public Health Emergency Response and Recovery Plan and associated annexes have been coordinated and shared with Hennepin County Emergency Management.
- An emergency in Hennepin County may result in multiple casualties and fatalities, displaced individuals, property loss, disruption of essential public services and infrastructure, and environmental damage.
- Support from nongovernmental organizations and the private sector may be needed to enhance Hennepin County Public Health's ability to respond to a public health emergency.
- A Mutual Aid Agreement exists among all local public health and environmental health departments in the metro region of Minnesota to provide emergency mutual aid for reciprocal assistance during a public health emergency.
- Incident management activities will be conducted under an Incident Command System structure as outlined in the National Incident Management System and the National Response Framework. Unified Command will be used when necessary.
- Decision making and communication for all response activities will follow chain of command within Incident Command System.
- Fire, Emergency Medical Services, law enforcement, public health, human services, healthcare, emergency management, and other personnel are partners in local incident management activities, and these groups have planned, trained, and exercised together as a community.
- A large-scale public health emergency may require cancellation of routine Hennepin County Public Health and/or Human Services programs to direct available resources to emergency

incident response, requiring the activation of Public Health and Human Services Continuity of Operations plans to prioritize and sustain essential services.
- Staff have or will receive appropriate emergency preparedness/response training. Staff are/will be assigned specific emergency responsibilities.
- Hennepin County Public Health has established plans and procedures for crisis communication to provide timely, accurate, and effective public information and education.
- Hennepin County Public Health will be represented at any Multi-Agency Coordinating group.
- The outcome of a successful emergency response will depend on the strength of community trust and existing relationships in community.

Concept of Operations

Organization

Hennepin County Public Health uses the National Incident Management System as a basis for supporting, responding to, and managing Emergency Response and Recovery Plan activities. In 2005, Hennepin County adopted the National Incident Management System as the standard for incident management within the Hennepin County organization. Additionally, local, state, territorial, and tribal nation jurisdictions are required to adopt the National Incident Management System to receive federal preparedness grants.

The purpose of the National Incident Management System is to provide a standardized approach for managing incidents/events. A key element of the National Incident Management System is that incidents/events are managed at the lowest possible geographic, organizational, and jurisdictional level using the Incident Command System. The Incident Command System is a fundamental, standardized form of management that provides a common organizational structure. All Hennepin County Public Health and Human Services emergency responses will be managed using the Incident Command System but may not necessitate opening of the Department Operations Center.

Hennepin County Public Health will assist or coordinate public health, human services, and mental/behavioral health response and recovery activities in conjunction with local jurisdictions, regional, and county response and recovery operations. Hennepin County Public Health is responsible for command and control of its response and recovery efforts. In some situations, Hennepin County Public Health will participate in a Unified Command with other jurisdictions. Adoption, institutionalization, and implementation of the Incident Command System will permit coordination of Hennepin County Public Health's emergency response and recovery activities with the respective activities of other responders.

Public Health Emergency Declaration

Minn. Stat. § 12.29 gives the Hennepin County Board of Commissioners the authority to declare a local emergency through a county board resolution. The County Board Chair can also declare an emergency independently, although the entire Board must consent, through resolution, to continue it for more than three days. The process for presenting a resolution is maintained in the Rules and Procedures of the Hennepin County Board of Commissioners.

Minn. Stat. § 12.03, subd. 3 defines "emergency" as "an unforeseen combination of circumstances that calls for immediate action to prevent a disaster from developing or occurring." Subdivision 2 of that statute defines "disaster" as "a situation that creates an actual or imminent serious threat to the health and safety of persons, or a situation that has resulted or is likely to result in catastrophic loss to property or the environment, and for which traditional sources of relief and assistance within the affected area are unable to repair or prevent the injury or loss."

Notification

Hennepin County Public Health will likely be notified of a potential or actual emergency by the Minnesota Department of Health, other local health departments, Hennepin County Emergency Management, local emergency managers, hospitals/emergency departments, private physicians, emergency responders (Sheriff's dispatch, HazMat, Fire/Emergency Medical Services, law enforcement), the media, or through epidemiological surveillance activities.

Hennepin County Public Health and Hennepin County Human Services have a 24/7 On-Call Officer that serves as the initial point of contact for internal and external agencies. This single point of contact (phone and email) is intended to simplify notification and access to public health and human services resources. Procedures for contacting Hennepin County Public Health after-hours via the 24/7 On-Call Officer system have been distributed to the medical community, public safety/emergency responders, local governments, and the media.

The On-Call Officer Standard Operating Procedure includes an Initial Response Checklist to determine possible response areas within Public Health and/or Human Services and what, if any, level of activation is appropriate. The On-Call Officers who receive notification of an incident/public health emergency will contact the Public Health/Human Services On-Call Agency Administrator, On-Call Public Information Officer, and Public Health Emergency Preparedness and Response Manager to determine when it is necessary to mobilize staff and resources to initially assess and manage the incident pending the implementation of the Hennepin County Public Health Incident Command System structure.

Hennepin County Public Health will ensure the command structure meets the needs of the incident. Public Health/Human Services may assume sole command, operate under a Unified Command, or function as a supporting agency. In minor health emergency incidents requiring minimal support from County resources, the primary agency may assume sole command and Hennepin County Public Health will stand-by for support operations as necessary. In addition to agencies participating in the Unified Command, other agencies will participate in support or liaison roles as required to respond effectively.

Activation

All or portions of the Emergency Response and Recovery Plan may be activated as required to address an actual or impending public health emergency or planned event. The Deputy County Administrator, Hennepin County Public Health and Hennepin County Human Services Agency Administrators, Public Health Emergency Preparedness and Response Manager, and the Incident Commander have the authority to activate the Emergency Response and Recovery Plan.

The Emergency Response and Recovery Plan may be activated in the following situations:

- Hennepin County Public Health has jurisdiction over the incident.
- The incident is a public health emergency.
- The incident or event demands exceed the scope and/or ability of normal departmental operations.
- Hennepin County Public Health has a response role where action steps are beyond "business as usual" or activities are expected to extend beyond "business as usual."

When the Emergency Response and Recovery Plan is activated, Hennepin County Public Health and/or Hennepin County Human Services staff assume appropriate roles within the Incident Command System. The Incident Commander will decide which roles to activate and notify the appropriate staff of their role and when they are expected to report. Activation of the Emergency Response and Recovery Plan and authority from the Public Health and/or Human Services Director grants the authority to reassign Hennepin County staff to fill Incident Command System positions and suspend activities by implementing Continuity of Operations Plans.

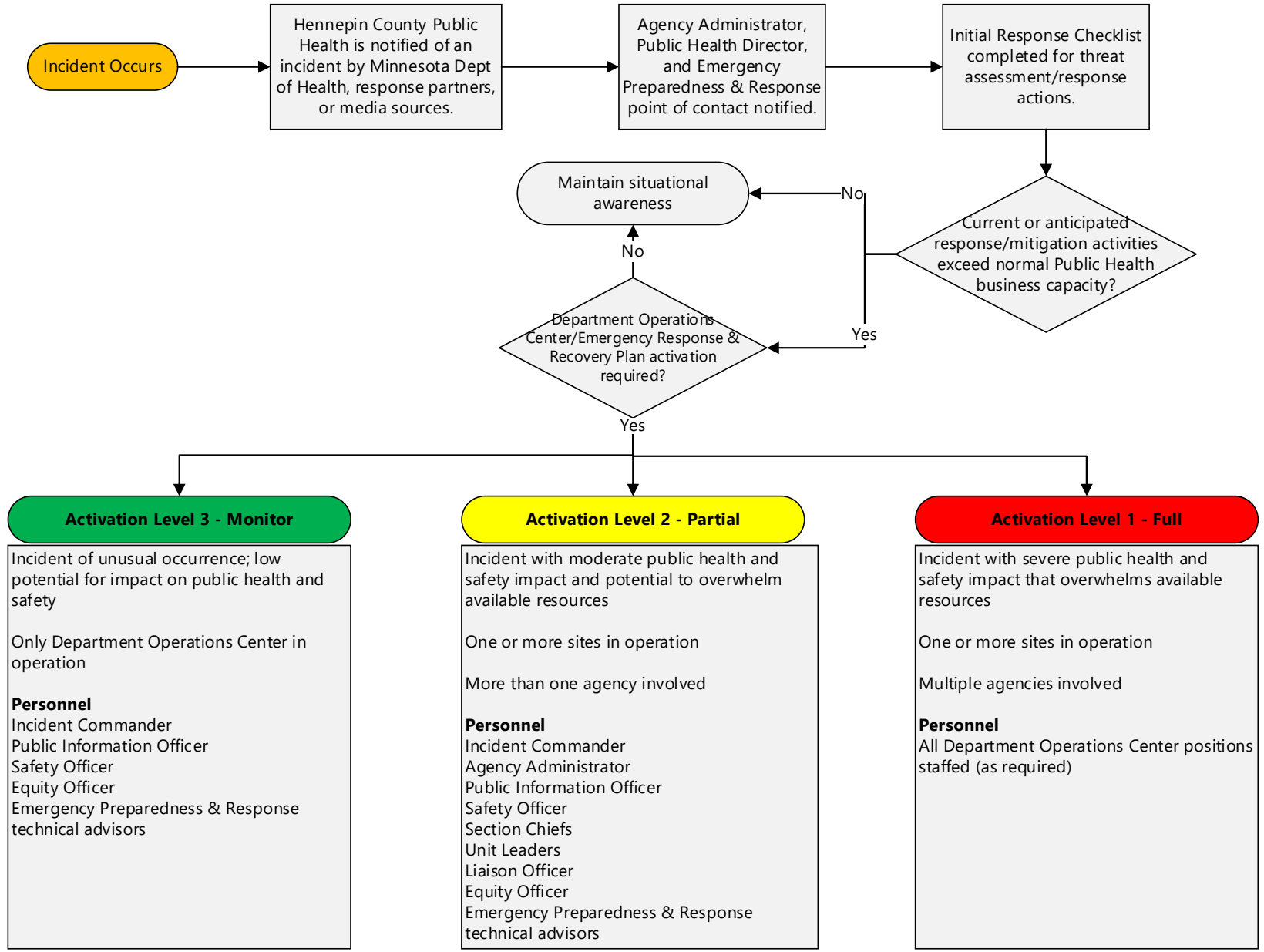
When the Emergency Response and Recovery Plan is activated, the Public Health Emergency Preparedness and Response Program is responsible for establishing the incident management structure. Public Health Emergency Preparedness and Response staff serve as technical advisors to program staff who have Incident Command System training and subject matter expertise related to the incident/event.

The plan may be deactivated, and resources demobilized, when the above conditions no longer exist, and the Incident Commander has determined that the emergency response objectives have been addressed. Depending on the incident, deactivation and demobilization can occur quickly or in phases.

Depending on the nature of the emergency, Hennepin County Public Health's Department Operations Center may be activated at different levels to coordinate incident management activities and provide appropriate staffing. The Department Operations Center may be activated by Agency Administrators, the Public Health Director, or the Public Health Emergency Preparedness and Response Program Manager. The Department Operations Center may be activated without declaration of a local emergency whenever an event or pending event requires resources beyond normal operations.

An incident may escalate through the different activation levels sequentially. These levels have been identified in coordination with Hennepin County Emergency Management.

Figure 2: Activation Diagram



Inter Jurisdictional Relationships

The nine local health departments, five environmental health departments, and the University of Minnesota in the metro region of Minnesota have entered into a Mutual Aid Agreement to provide mutual aid during a public health emergency. These relationships will ensure prompt and effective utilization of the combined resources of these respective agencies during a public health emergency.

Coordination with Hennepin County Jurisdictions

Hennepin County Public Health's primary and support activities are outlined in the Emergency Operations Plan, consistent with the Emergency Response and Recovery Plan's base plan and annexes. When requested by the Emergency Operations Center, Hennepin County Public Health will assume lead or support roles and provide public health or human services representatives as needed or requested to support local jurisdiction(s) and the Hennepin County Emergency Operations Center.

Metropolitan Region Health and Medical Preparedness and Response Coordination

Hennepin County Public Health maintains membership on the Metro Health and Medical Preparedness Coalition through Hennepin County Public Health Coalition agency representatives to facilitate integrated planning, response, and recovery activities critical to an effective response to an event or emergency with public health and medical implications in the metro area. Coalition entities include Metro Hospitals, Clinics, Public Health, Emergency Managers, Emergency Medical Services, Long Term Care, Hospice, and Home Care organizations and agencies.

Hennepin County Public Health's responsibility to the Coalition includes, but is not limited to, providing regional coordination of planning, training, and exercising for metro health and medical entities; providing health and medical situational information to support a regionally coordinated response; facilitating health and medical resource sharing through multi-agency coordination; and addressing the appropriate capability targets as defined by emergency management, public health, and healthcare.

Mutual Aid

If an authorized representative of Hennepin County, or authorized representative of any other jurisdiction, determines that the necessary response exceeds the available resources of the respective jurisdiction, they may request mutual aid through the Hennepin County Department Operation Center. Hennepin County may provide resources to respond to a public health emergency in accordance with existing mutual aid agreements, and in accordance with procedures established pursuant to the National Incident Management System.

Community Based Organizations

Coordination of emergency response activities among non-profit service agencies in Hennepin County is coordinated through Hennepin County Public Health. Hennepin County Public Health has developed a network of non-profit, community-based organizations that aid individuals, families, and organizations following emergencies and disasters.

Private Sector Organizations

Private sector organizations are essential partners in emergency preparedness and response. They are included in planning/plan review, training, and exercises, as appropriate.

Continuity of Operations

Hennepin County Public Health maintains Continuity of Operations Plans for Hennepin County Public Health and Hennepin County Human Services. Plans are updated annually by area/program leaders in a web-based online platform (BOLDplanning). When an incident interrupts or places stress on routine operations, Hennepin County leadership will evaluate and adjust necessary activities. Some services may need to be suspended to ensure that identified essential services of the department can continue to function. The Continuity of Operations Plans will be used as a guideline to identify priority services and key resources for events beyond their internal division capabilities.

Organization and Assignment of Responsibilities

Response

Hennepin County Public Health

- Activate Hennepin County Public Health Incident Command System and manage the incident through this command structure
- Determine the public health and/or human services role(s)
- Address requests for assistance and information
- Notify key staff having emergency preparedness roles and responsibilities
- Notify and mobilize staff, if needed
- Mobilize and manage volunteers
- Activate the Hennepin County Public Health Department Operations Center, as needed
- Assign Hennepin County Public Health and Human Services representatives to the Hennepin County Emergency Operations Center, if requested
- Request coordination and resources from the Emergency Operations Center's supporting agencies
- Establish immediate priorities for the health and safety of assigned staff and volunteers
- Address mental/behavioral health support needs of staff and volunteers
- Request initiation of continuity of operations plans
- Determine incident objectives and develop an Incident Action Plan
- Assign and deploy resources and assets to achieve incident objectives
- Develop guidance for healthcare professionals and first responders
    - Nature of the disease
    - Diagnosis
    - Treatment
    - Infection control measures
    - Prophylaxis/immunization and associated contraindications
- Establish communications with first responders, healthcare organizations, and other appropriate agencies and organizations

- Develop and release information about the incident to the news media, incident personnel, and other appropriate agencies and organizations
- Develop orders on public health infection control measures
- Help address the needs of populations with access and functional needs
- Prepare for regional, state, and national assistance
- Issue public health advisories
    - Potable water
    - Food safety
    - Sheltering in place
    - Mass sheltering facilities
    - Health precautions
    - Disinfection/decontamination
    - Wastewater and solid waste disposal
- Ensure proper documentation of all response activities

Hennepin County Human Services

- Provide essential services to individuals under isolation or quarantine
- Provide mental/behavioral health services to impacted populations

Hennepin County Emergency Management

- Activate Emergency Operations Center
- Facilitate disaster declarations
- Work with response partners to aid in obtaining needed resources as requested

Hospitals and Healthcare Systems in Hennepin County

- Implement internal and/or external hospital emergency operations plan and activate hospital Incident Command System
- Coordinate response through the Regional Hospital Resource Center
- Establish contact with Hennepin County Public Health, and the Hennepin County Emergency Operations Center; liaisons with these two entities will be involved with the Metro Health and Medical Preparedness Coalition response, coordination, and information sharing efforts
- Provide information on current health system situational status to the Healthcare Coalition

Minnesota Department of Health

- Activate and staff the Minnesota Department of Health Department Operations Center to support the local or statewide public health response
- Staff a liaison position to facilitate communications and coordination with the local public health response

Figure 2: Responsibility by Public Health Emergency Preparedness and Response Capability

P = Principal S = Support R = Potential Resource C = Coordination L = Liaison	Community Preparedness	Community Recovery	Emergency Operations Coordination	Emergency Public Information and Warning	Fatality Management	Information Sharing	Mass Care	Medical Countermeasure Dispensing	Medical Material Management and Distribution	Medical Surge	Non-Pharmaceutical Interventions	Public Health Laboratory Testing	Public Health Surveillance and Epidemiological Investigation	Responder Safety and Health	Volunteer Management
County Administration	C	C	S/L	C	C	C	C	C	C	C	C	C	C	C	C
Human Resources		S	R			C		C	C	C	C			C	
Intergovernmental Relations	R		R			C	R								
Purchasing and Contract Services		R	R		R		R	R	R	R	R			R	R
Medical Examiner			S		P		S								
Public Health	P	P/S	P/S	P/S	S	S	S	P	P	S	P	R	P	P	P
Human Services	S	S	S		S	S	S				S				
Communications	S	S	S	C	C	P		S			S			S	
Facility Services		S	S	R	R		S	L	S						
Information Technology	S	S	S	S	S	S	S	S			R		S	R	
Community Corrections and Rehabilitation		R	R		R		R	C							
County Attorney's Office		R	R	R	R		R							R/S	
Emergency Management	S	P/S	P/S	P/S	P/S	S	S	S	P/S	C	S			S	P/S
Sheriff's Office		S	S	L	R		R	S	S	S				R/S	
Public Works		S	S		R		C	S	S						
Management Support		R	S		C	C									
Planning		R	R		R										
Transportation (Roads and Bridges) Operations		S	S		R				S						
Hennepin Health	S	S				S								R/S	

Recovery

Hennepin County Public Health

- Initiate recovery planning and operations in coordination with response phase activities as required
- Demobilize according to the demobilization plan approved by the Incident Commander
- Request Emergency Operations Center supporting agency coordination and resources to address environmental stability:
    - Risk assessment
    - Modeling/monitoring
    - Evacuation and safe re-entry criteria
    - Extent, fate, and effects of environmental contaminants
    - Level of decontamination
    - Cleanup standards and methods
    - Final disposition of affected property
    - Vector control
- Assess short-term, intermediate, and long-term public health and human service recovery needs and develop necessary actions
- Coordinate recovery activities with community response partners
- Restore essential health, human, and mental/behavioral health services to the pre-incident status
- Conduct an incident debriefing with key stakeholders/responders
- Document expenditures for reimbursement purposes
- Develop the After-Action Report/Improvement Plan

Minnesota Department of Health

- Review the After-Action Report/Improvement Plans from the county and make recommendations for procedure changes
- Hold or attend response debriefings as appropriate

Direction, Control, and Coordination

To ensure a consistent approach in the management of an emergency, all Hennepin County response partners have adopted National Incident Management System as the framework for preparation, prevention, response, recovery, and mitigation actions. Public health, public safety, and healthcare organizations have established internal Incident Command System structures and will collaborate with Hennepin County Public Health during public health emergencies.

Plan Integration

- The Hennepin County Public Health Emergency Response and Recovery Plan is designed to integrate with the Hennepin County Emergency Operations Plan.
- The Hennepin County Public Health Emergency Response and Recovery Plan is designed to complement all regional public health preparedness and response efforts.

- Regional public health partners include seven (7) metro counties (Anoka, Carver, Dakota, Hennepin, Ramsey, Scott, and Washington) and four (4) metro cities (Bloomington, Edina, Richfield, and Minneapolis).
- The Hennepin County Public Health Emergency Response and Recovery Plan is designed to coordinate human services and mental/behavioral health response and recovery activities with Volunteer Organizations Active in Disasters, community-based organizations, faith-based groups, education institutions, and other community partners.

The following summarizes key concepts guiding public health emergency operations:

- The plan may be activated when there is a significant threat to the health of Hennepin County's population and/or the incident demands exceed current Hennepin County Public Health or Hennepin County Human Services resources and capabilities.
- Activation may also occur for any imminent emergency that has the potential for rapid growth and/or major impacts on health and safety.
- Principles of the National Incident Management System and the Incident Command System will be used to manage a response once this plan is activated.
- A health or medical emergency will be managed from the Department Operations Center. In a major health emergency, management may transition to the Hennepin County Emergency Operations Center.
- Additional assistance will be obtained by activating mutual aid agreements or by referral to the Hennepin County Emergency Operations Center.
- If the Emergency Operations Center is activated, Hennepin County Public Health may participate in Unified Command and designate a liaison to provide technical advice and assistance to Emergency Operations Center staff.
- Hennepin County Public Health will provide support and assistance in obtaining health and medical resources when the need/demand for public health resources in response to an emergency exceeds local capacity.

Department Operations Center Operational Focus

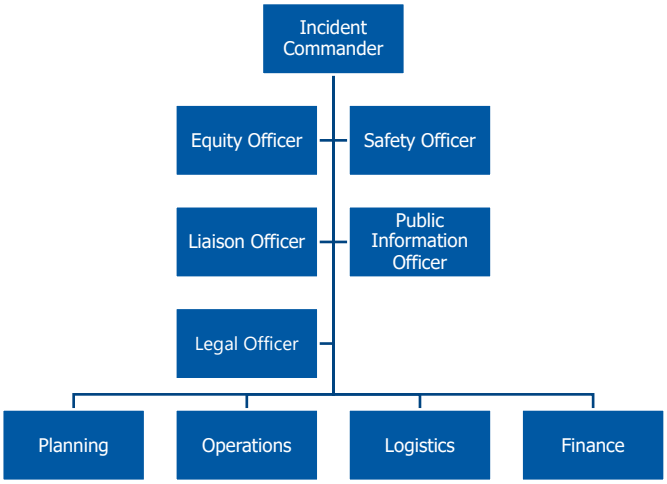
Emergency operations span two separate but contiguous phases: response and recovery. Department Operations Center activities will focus on emergency response efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency.

The Department Operations Center is the central point for directing and managing the response. It can be a physical location or a virtual space. Coordination of a public health emergency response will primarily be conducted virtually using Microsoft Teams. If an in-person location is needed, the Department Operations Center will be set up at the Health Services Building at 525 Portland Avenue, Minneapolis, MN 55415. The South Hennepin County Human Services Center at 2215 E Lake Street, Minneapolis, MN 55407 serves as the backup Department Operations Center location.

The Department Operations Center is organized with five major functions: Command, Planning, Operations, Logistics, and Finance, each of which may be divided into sub-functional units. The Incident Commander has overall responsibility for the event and will establish, as needed, a Public

Information Officer, a Safety Officer, a Liaison Officer, a Legal Officer, and an Equity Officer. Based on incident type, the Incident Commander will also assign staff to the General Staff positions that include Section Chiefs for Planning, Operations, Logistics, and Finance. Section Chiefs will determine their requirements for sub-functional units and, if needed, will organize in accordance with the Incident Command System Organization Chart listed in Appendix A.

Command positions will ensure that equitable and community-centered practices and equity-focused roles are embedded in the incident management structure. The Equity Officer will serve to lead equity-based decision making and support the creation of Branches and Groups that are focused on equitable community engagement and outreach.



Staffing Command and General Staff Positions

At a minimum, staff identified to fill Command and General Staff positions must demonstrate completion of the following National Incident Management System courses:

- Introduction to Incident Command System (IS-100.b)
- Incident Command System for Single Resources and Initial Action Incidents (IS-200.b)
- National Incident Management System, An Introduction (IS-700.a)
- National Response Framework, An Introduction (IS-800.b)
- Intermediate Incident Command System (Incident Command System-300)
- Advanced Incident Command System (Incident Command System-400)

Information Collection, Analysis, and Dissemination

Information will be collected, analyzed, and disseminated throughout the Department Operations Center and to external partners. The Planning Section is primarily responsible for information collection, subject matter experts across the Department Operations Center will perform information analysis, and the Logistics Section and the Joint Information System are responsible for information dissemination. In keeping with Incident Command System guidelines, several standard forms, reports, meetings, and systems are used to manage information. These include the incident action plan, situation reports, command staff meetings, operational briefings, and joint information systems.

Incident Action Plan

The Incident Action Plan covers the incident's primary goal, objectives, and subsequent actions that are assigned to specific staff members during a specified operational period. It is developed by the Incident Commander in conjunction with the Planning Section Chief. The Incident Commander authorizes the Incident Action Plan on behalf of the Agency Administrator. The Planning Section maintains the plan and incorporates changes from the Incident Commander as needed. Response actions are documented by Command and General Staff in the Activity Log (ICS Form 214).

Situation Report

The Planning Section produces the Situation Report, which is the summary of the immediately completed operational period. Situation reports are tied directly to Incident Action Plans and include information and data summarizing the scope and magnitude of the incident. Situation reports inform adjustments to objectives, strategies, or priorities of future operational periods. Situation reports are shared with response partners and stakeholders to ensure coordination and to support a common operating picture.

Command Staff Meetings

The Command Staff and Section Chiefs meet regularly during the incident to assess progress toward meeting the response objectives, share information, and resolve issues outlined in the situation reports. Section Chiefs will be responsible for communicating key information downstream to their section branch directors and other Hennepin County Public Health and/or Hennepin County Human Services staff.

Microsoft Teams

Microsoft Teams is the primary collaboration tool during a response to manage virtual meetings and document development and storage. During demobilization, documents are moved to a response-specific folder in the Public Health and Human Services O-drive for permanent storage.

Health Alert Network

Minnesota's Health Alert Network is a notification system designed to quickly distribute urgent information from public health to healthcare professionals. The system enables public health staff, tribal governments, healthcare providers, emergency workers, and others working to protect the public to exchange information during a disease outbreak, environmental threat, natural disaster, or act of terrorism. Hennepin County Public Health is responsible for distributing messages from the Centers for Disease Control and Prevention and/or Minnesota Department of Health to hospitals, clinics, emergency management, skilled nursing, and others.

Public Health Emergency Preparedness Spatial Analysis Tool

The Public Health Emergency Preparedness Spatial Analysis Tool uses the Centers for Disease Control and Prevention's Social Vulnerability Index data to identify communities that are more socially vulnerable to disaster. The factors considered in developing the Social Vulnerability Index include economic data as well as data regarding education, family characteristics, housing language

ability, ethnicity, and vehicle access. The spatial analysis tool includes layers for current Point of Dispensing locations, Hennepin County leased and owned facilities, and transit routes, and can be used to identify a location(s) to provide a service to the public.

emPOWER

The US Department of Health and Human Services emPOWER Program provides dynamic data and mapping tools to help identify Medicare beneficiaries who live independently and rely on electricity-dependent durable medical and assistive equipment and devices, and or essential healthcare services. Planning data with total counts of Medicare claims at the zip code level is provided monthly to support emergency planning activities. This data is included as a layer in the Public Health Emergency Preparedness Spatial Analysis Tool. During an emergency, Hennepin County Public Health can request limited individual-level information from Minnesota Department of Health to support life-saving assistance and outreach for public health activities in the event of an incident, emergency, or disaster. Details on the request process are stored on the emPOWER SharePoint Site.

Tactical Communications

Hennepin County Public Health maintains primary and backup communication networks and equipment to support response operations that include landline/cellular/satellite telephone including texting, internet, Health Alert Network, facsimile, email, and 800 MHz radio. Contingency measures may include the use of law enforcement, ham radios, designated drivers, and/or couriers to deliver information.

The State of Minnesota has constructed the Allied Radio Matrix for Emergency Response to facilitate interoperability of state and local response systems. The Allied Radio Matrix for Emergency Response is a digital radio computer system ensuring an uninterrupted radio transmission with a high surge capacity threshold and state-wide talk groups organized by both location and service responsibilities.

Hennepin County Public Health maintains a cache of 800 MHz radios to increase statewide communications interoperability during both daily operations and emergencies. Hennepin County talk groups are programmed to ensure that Hennepin County Public Health can communicate with local, regional, and statewide response partners.

All Hennepin County Public Health staff assigned an 800 MHz radio will adhere to standard radio communications protocols/procedures established by the Hennepin County Sheriff's Office. Staff assigned a radio will receive training on the operation of the unit and the established communication protocol/procedure.

Communication Networks and Devices

800 MHZ Radios: Hennepin County Public Health maintains a cache of 800MHZ radios for emergency communications.

Analog phones and lines: Apparatuses and phone lines that operate and carry analog signals. A cache of analog phones is maintained at the Hennepin County Lakeland Avenue warehouse.

Voice-Over-Internet Protocol: A web-based telephone communications system enabling users to initiate a telephone call via computer. A cache of voice-over-internet protocol phones is maintained.

WebEOC: Web-based information support system for information management, accessible from any location via the internet. In addition to the County Emergency Operations Center, other cities and agencies in the Metro Region will be connected to the County's WebEOC system to provide region wide communication and situation awareness.

Wireless networks: Hennepin County Information Technology manages wireless networks and devices.

Wireless Priority Services (GETS/WPS): Key staff wireless devices/numbers are registered with Homeland Security's wireless priority services.

MNTrac: Web-based, password protected, State of Minnesota system for tracking resources, emergency alerts, emergency incident planning, hospital bed availability, and communications. Key department staff have access to this system.

Administration and Finance

Administration

The County Attorney's Office has a role in preparedness, response, and recovery. County attorneys assure Hennepin County Public Health has necessary authority, assist in development of emergency policies, and anticipate and protect the county against legal liability. When Incident Command is activated, a Legal Officer position will be filled by a representative from the County Attorney's office. Communication and coordination with legal counsel will be managed through this position.

Hennepin County employees are protected from personal liability for acts and omissions occurring in the course and scope of their employment, including during response activities. The Hennepin County Employee Defense and Indemnification Policy and Plan spell out liability protections for County staff and volunteers.

Finance

Expedited administrative processes are in place to accelerate the acceptance and spending of funds and management of staff. A declaration of local emergency invokes Hennepin County's disaster plans, including response and recovery aspects, and authorizes aid and assistance under those plans, pursuant to Minnesota Statutes § 12.29. A declaration of local emergency also invokes Hennepin County's powers to provide emergency aid.

Guidance on emergency purchases is available in the Hennepin County Contracting Manual. The policy specifies what can be purchased, who can approve an emergency purchase, and how to make the purchase.

In accordance with Minnesota Statute 12.37(2) (viii), the Human Resources Department has the right to temporarily suspend the Hennepin County Human Resources Rules. In the case of significant staffing shortages, previously approved leave hours including vacation, paid time off, compensatory time off, or Special Leave Without Pay may be rescinded to provide staffing coverage. To respond to

a long-term emergency, employees may be redeployed to alternative worksites or positions to carry out priority service functions. The Chief Human Resources Officer is responsible for official interpretation of this Policy, in accordance with the Hennepin County Human Resources Rules.

Plan Development and Maintenance

Review and maintenance of the Emergency Response and Recovery Plan and supporting annexes is led annually by the Public Health Emergency Preparedness and Response Program. One staff person serves as the plan coordinator and is responsible for the annual review and inclusion of updates. Information gathered through real-life responses, training events, and exercises will be used to update the plan. Following the Homeland Security Exercise and Evaluation Program guidance, corrective actions and recommendations from After-Action Report/Improvement Plans will form the foundation of plan maintenance and further development to ensure continuous process improvement.

Department staff develop needed annexes, Standard Operating Procedures, and Field Operation Guides. The development process includes soliciting input from department and community stakeholders. New annexes may be provisionally approved by the Emergency Preparedness and Response Manager or the Public Health Protection Area Manager prior to final review and approval by department leadership at the Director Level or their designee. A record of review and approvals is maintained at the beginning the base plan.

Plan/annex revisions involving minor changes will be approved by the Emergency Preparedness and Response Manager or the Public Health Protection Area Manager. An administrative review is conducted by the Hennepin County Public Health Director every three years. Plan/annex revisions involving substantive changes are circulated within Hennepin County Public Health for review and comment. These changes generally involve a commitment of resources or changes in direction and control/management operations. Such revisions are reviewed and approved by department leadership at the Director Level or their designee.

The plan is available in the Public Health Emergency Preparedness and Response SharePoint library. The Emergency Response and Recovery Plan location and access procedures are provided to Hennepin County Public Health staff during annually required emergency preparedness trainings.

Training and Exercises

Hennepin County Public Health and Hennepin County Human Services staff will be trained on response roles prior to deployment. This training may occur periodically prior to the incident and/or at the time of the response. Job aids, including Standard Operating Procedures, Field Operations Guides, and Job Action Sheets will be available so responders can access this information before reporting to their response assignment.

Department Incident Command System leads and other stakeholders will be trained on annexes and applicable Standard Operating Procedures and Field Operations Guides when substantial changes are made.

Staff who participate in annex activation or exercise will participate in an After-Action Report/briefing, as directed. After-Action Report/Improvement Plans will be developed and implemented after every activation and exercise.

Authorities and References

Laws and Statutes

Public Law (PL)

- Federal Civil Defense Act, as amended (50 USC 2251 et seq.), 1950
- Disaster Relief Act, PL 93-288, as amended (42 USC 5121 et seq.), 1974
- Superfund Amendment and Reauthorization Act (also known as the Emergency Planning and Community Right to Know Act), PL 99-499, 1986
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, as amended (42 USC 5131 et seq.), 1988
- Disaster Mitigation Act, PL 106-390, 2000

United States Code, Title 42, Public Health and Welfare

- Chapter 68, Disaster Relief
- Chapter 116, Emergency Planning and Community Right-To-Know

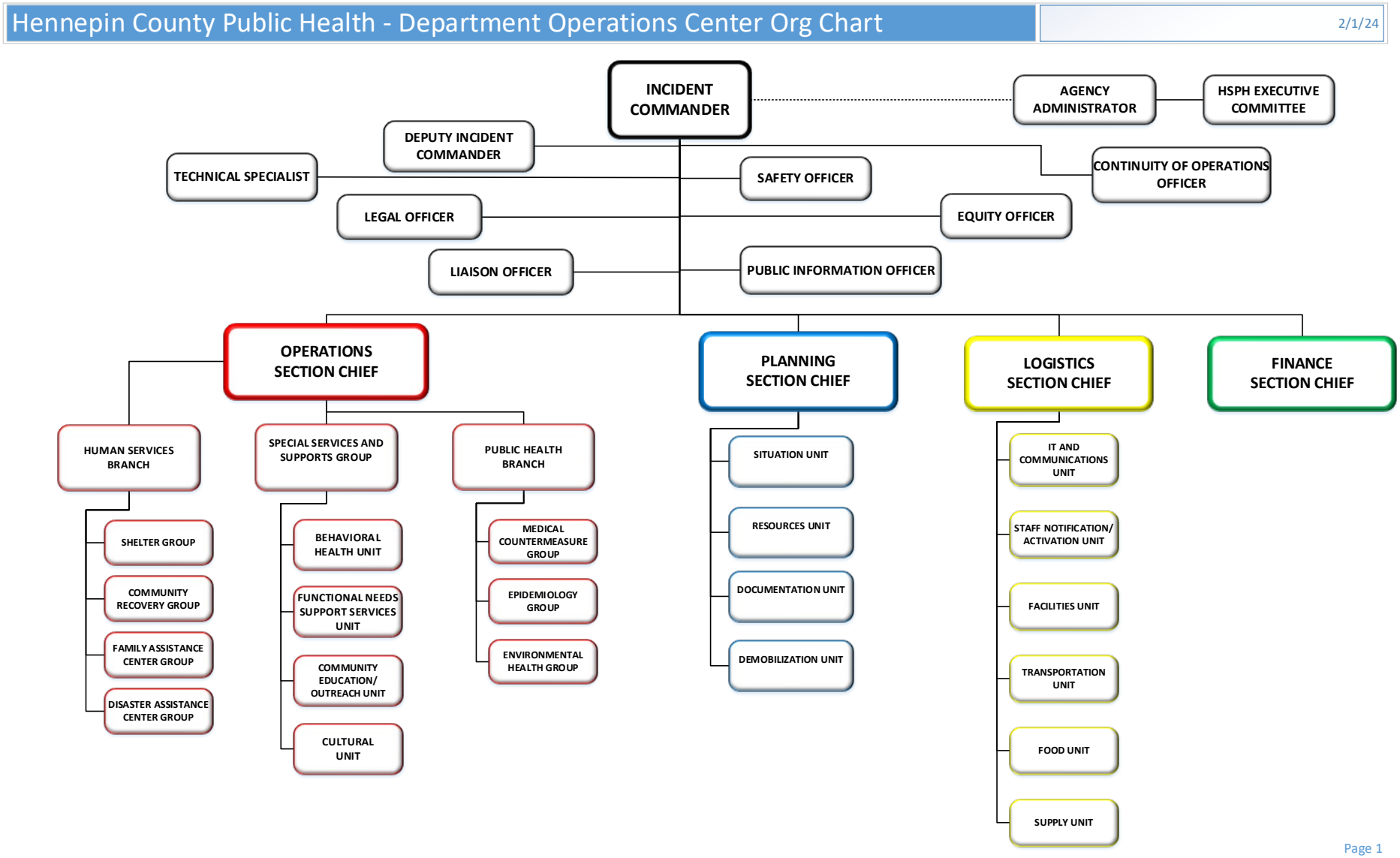
Minnesota Statutes

- Chapter 12, Emergency Management
- Laws 2004 Ch. 402 Minnesota Emergency Health Powers Act
- Chapter 103E.705, Subd. 7, Drainage Repair and Construction After a Disaster
- Chapter 103F.155, Flood Protection Plans
- Chapter 115E.06, Good Samaritan
- Chapter 138.17, Subd. 8, Emergency Records Preservation
- Chapter 144-145 Communicable Disease
- MN rules Chapter 4605.7000-.8000
- Chapter 299A.48-52, Minnesota Hazardous Materials Incident Response Act
- Chapter 299F.091-099, Community Emergency Response Hazardous Substance Protection Act
- Chapter 299J, Office of Pipeline Safety
- Chapter 299K, Hazardous Chemical Emergency Planning and Response

Hennepin County Resolutions

- Number 78-2-140, Emergency Preparedness/Civil Defense Statement, 2/14/78
- Number 85-6-386R2, Out State Dispatch of County Resources, 6/18/85
- Number 02-2-48R1, Line of Succession, 02/05/02

References

- National Incident Management System – FEMA
- National Response Framework - FEMA
- Comprehensive Planning Guide 101 - FEMA
- Public Health Emergency Preparedness and Response Capabilities – CDC
- Hennepin County Emergency Operations Plan

Appendix A: Department Operations Center Organizational Chart