

Minnesota Homeland Security and Emergency Management

2023-2025 Integrated Preparedness Plan

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PURPOSE

The Minnesota Homeland Security and Emergency Management (MN HSEM) Integrated Preparedness Plan (IPP) contains preparedness priorities, outlining steps designed to build and sustain capabilities while tailoring them to our community's unique needs. The plan provides our communities with direction, accountability, and coordination. The plan's priorities encompass goals and objectives that rest primarily with the state, but include collaborative steps that recognize our shared responsibility to prepare, protect, support and assist the whole community.

MN HSEM administers the IPP. All corresponding jurisdiction government offices use this IPP as a guidance tool.

This IPP lays out MN HSEM's threats, hazards, and risks along with other internal and external factors which influence the preparedness priorities for CY 2023-2025. The preparedness priorities, corresponding capabilities, and rationale are included in the IPP with multi-year calendars outlining all preparedness activities.

The MN HSEM IPP is designed to be a living document that will be updated and refined annually or as needed to inform the continuous improvement of our community's ability to build, sustain, and deliver capabilities.

PREPAREDNESS ACTIVITY CONSIDERATIONS

The MN HSEM Integrated Preparedness Plan (IPP) is a foundational document to guide successful preparedness activities related to Minnesota's capabilities for responding to, recovering from, and mitigating the effects of the threats, hazards, and risks deemed the most applicable to the area. The IPP establishes priorities and goals that will guide the state's efforts to build, improve, and sustain capabilities across a broad range of mission areas.

Threats, Hazards, and Risks

MN HSEM utilizes the Threat and Hazard Identification and Risk Assessment (THIRA) process to identify the most likely hazards that may affect Minnesota and the communities within the state. These are by no means the only possible incidents that could occur in the state. Modifications are made to the THIRA based on a continued assessment of risks statewide. A specific threat analysis review occurs each year. Some hazardous events occur on an almost annual basis; others may not occur within a lifetime. Additionally, not every hazardous event occurs with notable damage or loss of life. For this reason, hazards are assessed by comparing the experienced frequency of the event versus the potential impact that may result. Planning begins with events that are expected to challenge current state capabilities the most, while also taking into account those that occur often and have potentially high impacts on life and property, followed by those with more moderate probabilities or moderate impacts.

In 2021, MN HSEM carried out a Threat and Hazard Identification and Risk Assessment (THIRA) to examine:

- What threats and hazards can affect our community?
- What the impacts of those threats and hazards would be on our community?
- What capabilities should our community have based on those impacts?
- What capabilities are needed?

The threats, hazards, and risks identified in this process for MN HSEM as having the greatest impact or challenging capabilities the most are:

- Active Shooter,
- Chemical Hazmat Release,
- Cybersecurity Attack,
- Pandemic, and
- Radiological Release / Nuclear Generating Plant

Capability Assessments, Corrective Actions, and Improvement Plans

Utilizing the 2021 THIRA results, MN HSEM then performed a capabilities assessment to assess current capabilities against THIRA targets. Results from the SPR identified key gaps for the following capabilities:

- Intelligence and Information Sharing,
- Interdiction and Disruption,
- Screening, Search, and Detection, and
- Risk Management for Protection Programs

During the 2022 Integrated Preparedness Planning Survey and Workshops (IPPW) it was identified that the following capabilities were inadequate:

- Operational Coordination
- Operational Communication, and
- Planning

Utilizing the 2021 After Action Reports submitted for the Emergency Management Performance Grant requirements, it was identified that the following capabilities were inadequate:

- Operational Coordination (Response)
- Planning (Response)
- Operational Communication
- Logistics And Supply Chain Management

The above After Action Reports were written by local jurisdictions so the Improvement Plans are maintained by the local jurisdiction.

An After Action Report was conducted by MN HSEM for the organization's COVID-19 response. It was identified that the following capabilities were inadequate:

- Operational Coordination (Response)
- Planning (Response)

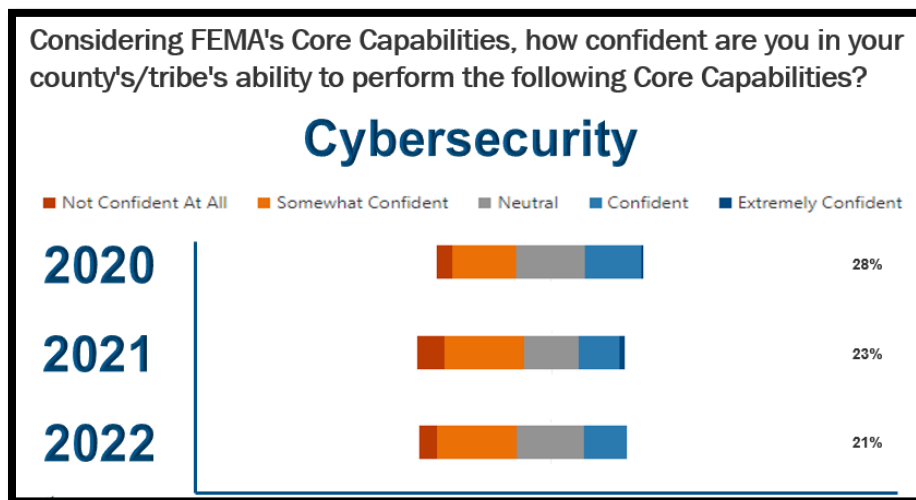
2023-2025 PREPAREDNESS PRIORITIES

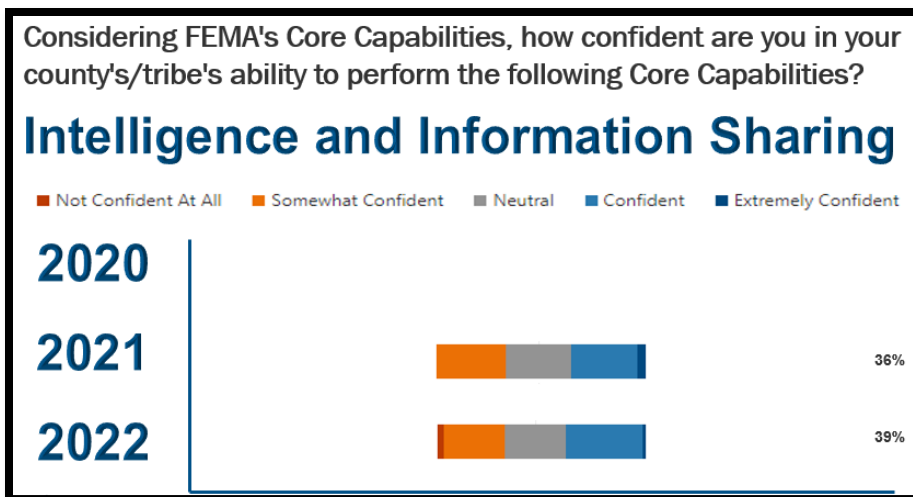
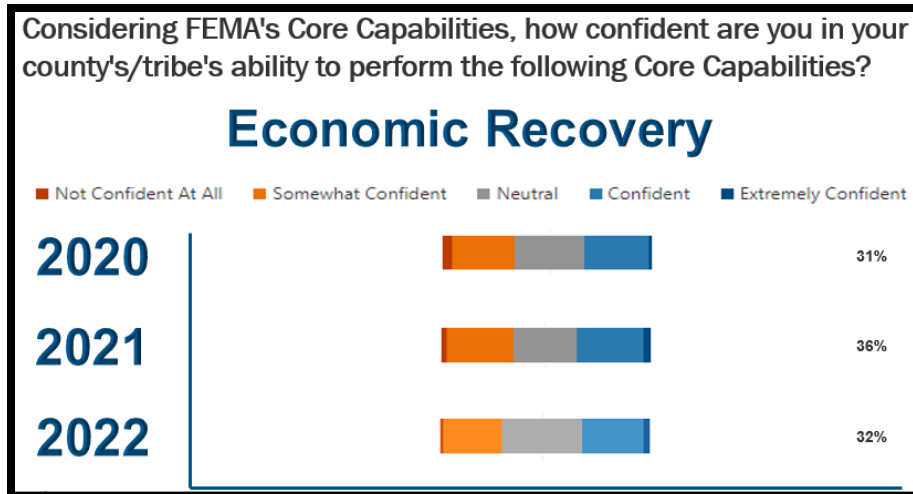
Based on the above-mentioned considerations, the MN HSEM determined the following priorities will be the focus for the multi-year cycle of preparedness:

Preparedness Priorities
Increase the confidence and ability to establish and operate an adaptable emergency operation centers throughout Minnesota.
Improve communication and situational awareness within emergency operation centers throughout Minnesota.
Reinforce the Incident Action Plan planning process within emergency operation centers throughout Minnesota.

2020-2022 PREPAREDNESS PRIORITIES REVIEW AND SUMMARY

Preparedness Priorities
Increase the confidence in performing Cybersecurity functions at the local level by 20% by the 2022 Integrated Preparedness Planning Workshop.
Increase the confidence in performing Economic Recovery functions at the local level by 20% by the 2022 Integrated Preparedness Planning Workshop.
Increase the confidence in performing Intelligence and Information Sharing functions at the local level by 20% by the 2022 Integrated Preparedness Planning Workshop.





As indicated above, MN HSEM did not achieve the goal of increasing the confidence level for each corresponding core capability by 2022.

There are several factors that contributed to this. One factor is the 20% improvement may not have been a realistic and achievable goal. This should be taken into consideration for future quantitative measures. Another factor to consider is COVID-19 Pandemic and the significant reduction in training and exercising opportunities.

Preparedness Priority 1- Increase the confidence and ability to establish and operate adaptable emergency operation centers throughout Minnesota.

Emergency operations centers, also known as EOCs, should be adaptable to accommodate the variety of disasters that can occur in Minnesota. Minnesota has a diverse range of jurisdictional sizes; from large cities of the first class to rural organizations with limited resources. EOCs can be open and operational multiple times per year. Due to the unpredictable nature disasters, it is important that EOCs function efficiently, under any circumstance.

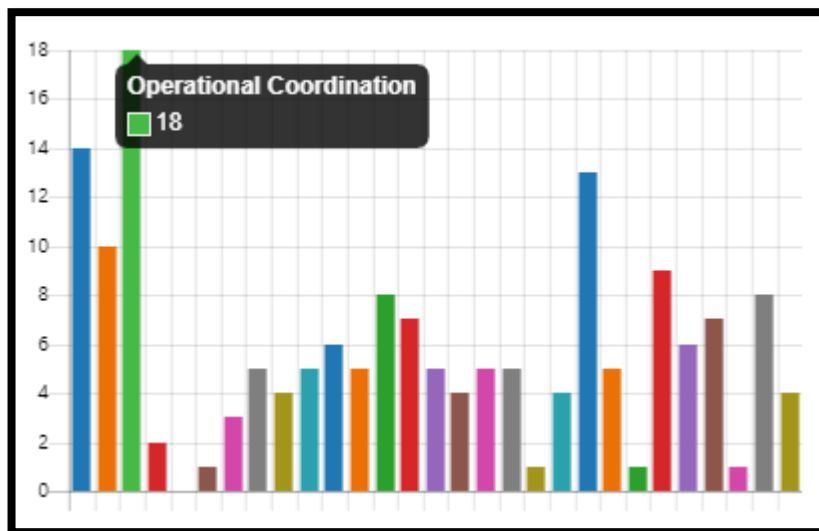
Corresponding Capabilities:

- Operational Coordination (Response)

Rationale:

During the 2022 IPPW and utilizing the results of the 2022 IPPW Survey and reviewing the 2021 After Action Reports, a consistent theme in discussion and feedback was the need for a focus on EOC improvements. Specifically, training on EOC skillsets were identified. Skillsets were emphasized because of resource constraints that many jurisdictions have and the need to have a workforce with the skillsets that can expand and contract as needed.

The 2021 IPPW and IPPW Survey also revealed a similar theme.



Graph shown above: 2021 IPPW Survey question “Please select the Core Capability(ies) your jurisdiction would like further training on” count. Operational Coordination was the top core capability identified.

While the 2021 MN SPR did not indicate that the State of MN has a gap in the Operational Coordination Capability Target, the accuracy of the capability assessment scored a 4 on the 5-point scale. Also, the 2021 MN SPR did not include capability assessments at the local level whereas the IPPW and IPPW Survey did.

MN HSEM’s COVID-19 AAR emphasized the need for EOC cross training and further staff training that is not REP related to ensure depth and reduce burn out.

Planning Factors:

MN HSEM maintains the Minnesota Emergency Operations Plan which identifies the organizations that will participate in a State EOC (SEOC) activation. MN HSEM also maintains internal SEOC procedures and checklists but there was an identified need to review the current procedures and checklists.

Each local jurisdiction has their own plans, policies, procedures, and checklists applicable to EOC operations.

Organization and Equipment Factors:

MN HSEM and other state agencies are involved in SEOC operations.

Local jurisdictions will have their own organizations and equipment associated with their own EOCs.

Supporting Training Courses:

- MGT0346- EOC Operations and Planning for All Hazards Events
- EOC Operations Course
- EOC Logistics Course
- EOC Planning Course
- WebEOC and Functional Skills
- Basic Emergency Management Certificate Learning Path
- Director/Practitioner Qualification Learning Path

Supporting Exercises (2023 only):

HSEM Region	County	Month	Type	Scenario
1	Steele	May	Functional	Operational Coordination, Hazardous Materials Response
4	Todd	March	Tabletop	Operational Coordination
4	Stearns	February	Tabletop	Operational Communications, Operational Coordination, Planning
4	Stearns	TBD	Full Scale	Operational Communication, Operational Coordination
5	Renville	May	Functional	Operational Coordination
5	Renville	September	Full Scale	Operational Coordination

Preparedness Priority 2- Improve communication and situational awareness within emergency operation centers throughout Minnesota.

Communication and situational awareness are imperative in any EOC. While communication must occur between incident command and the EOC, it is important that those involved within the EOC are also able to communicate and communicate well.

Corresponding Capabilities:

- Operational Coordination
- Operational Communication

Rationale:

During the 2022 IPPW, the 2022 IPPW Survey, and the review of the 2021 After Action Reports, as stated above, a consistent theme in discussion and feedback was the need for a focus on EOC improvements. Communication within the EOC and those agencies supporting the EOC were found to have areas of improvement in both improvement planning efforts and IPPW discussion.

While the 2021 MN SPR did not indicate that the State of MN has a gap in the Operational Coordination and Operational Communication Capability Targets, the accuracy of the capability assessment scored a 4 on the 5-point scale. Also, the 2021 MN SPR did not include capability assessments at the local level whereas the IPPW and IPPW Survey did.

Planning Factors:

MN HSEM maintains the Minnesota Emergency Operations Plan which identifies the organizations that will participate in a SEOC activation, including communication responsibilities. MN HSEM also maintains internal SEOC procedures and checklists.

Each local jurisdiction has their own plans, policies, procedures, and checklists applicable to EOC operations and communications.

Organization and Equipment Factors:

MN HSEM and other state agencies are involved in SEOC communications.

Local jurisdictions will have their own organizations and equipment associated with their own EOCs.

Supporting Training Courses:

- MGT0346- EOC Operations and Planning for All Hazards Events
- WebEOC and Functional Skills
- Basic Emergency Management Certificate Learning Path
- Director/Practitioner Qualification Learning Path

Supporting Exercises (2023 only):

HSEM Region	County	Month	Type	Scenario
1	Steele	May	Functional	Operational Coordination, Hazardous Materials Response
4	Todd	September	Functional	Planning and Operational Communications
4	Todd	March	Tabletop	Operational Coordination
4	Stearns	February	Tabletop	Operational Communications, Operational Coordination, Planning
4	Stearns	TBD	Full Scale	Operational Communication, Operational Coordination
4	Stevens	May	Workshop	Mass Care Services, Community Resilience, Situational Assessment, Operational Communications, Public Health, Healthcare, and Emergency Medical Services. Health and Social Services, Housing
5	Renville	May	Functional	Operational Coordination
5	Renville	September	Full Scale	Operational Coordination
6	Minneapolis	Q1	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment
6	Minneapolis	Q2	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment

Preparedness Priority 3- Reinforce the Incident Action Plan planning process within emergency operation centers throughout Minnesota.

Developing operational plans that adequately identify critical objectives, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and ensuring those tasks are implementable within the timeframe outlined in the plan using available resources, is necessary for a successful response to a disaster. Minnesota will be required to respond to multiple disasters throughout a given year and understanding the planning process during a response will benefit all organizations involved.

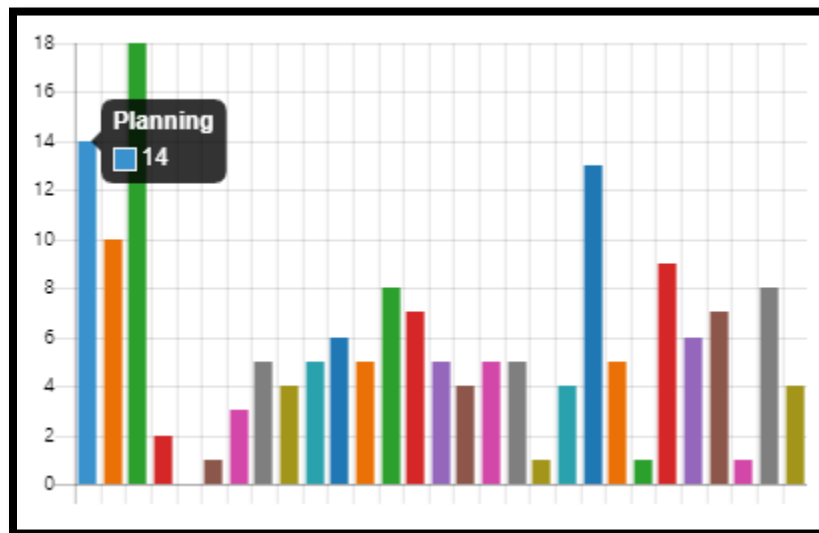
Corresponding Capabilities:

- Planning

Rationale:

During the 2022 IPPW and IPPW Survey and the review of the 2021 After Action Reports, planning was identified multiple times as an area that needs improvement when responding to a disaster. Planning in the context of response (developing an incident action plan) and updating plans prior to a disaster, were both discussed.

The 2021 IPPW and IPPW Survey also revealed a similar theme.



Graph shown above: 2021 IPPW Survey question “Please select the Core Capability(ies) your jurisdiction would like further training on” count. Planning was the second from the top core capability identified.

While the 2021 MN SPR did not indicate that the State of MN has a gap in the Planning Capability Target, the 2021 MN SPR did not include capability assessments at the local level whereas the IPPW and IPPW Survey did.

Planning Factors:

Each jurisdiction has their own plans, policies, procedures, and checklists applicable to Incident Action Plans.

Organization and Equipment Factors:

MN HSEM and other state agencies are involved in Incident Action Planning.

Local jurisdictions will have their own organizations and equipment associated with their own Incident Action Plans.

Supporting Training Courses:

- EOC Planning Course
- WebEOC and Functional Skills
- ICS Forms Review
- ICS 300: Intermediate Incident Command System for Expanding Incidents
- Basic Emergency Management Certificate Learning Path
- Director/Practitioner Qualification Learning Path

Supporting Exercises (2023 only):

HSEM Region	County	Month	Type	Scenario
2	Aitkin	April	Functional	Radio comma, evacuation planning
3	Lake of the Woods	June	Workshop	Planning
4	Todd	September	Functional	Planning and Operational Communications
4	Stearns	February	Tabletop	Operational Communications, Operational Coordination, Planning
5	Pipestone	June, July, or August - TBD	Drill	It's still in the planning stages, but most likely radio communication & mass care at a minimum.
5	Renville	February	Tabletop	Planning
6	Minneapolis	Q1	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment
6	Minneapolis	Q2	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment

PROGRAM REPORTING

By continuously monitoring improvement actions, jurisdictions/organizations can periodically examine capabilities to ensure they are sufficient, accurate, and effective to handle the threats, hazards, and risks facing the jurisdiction/organization and can inform future Integrated Preparedness Cycle activities.

MN HSEM will use the following as part of program reporting:

- Quarterly EMPG Reporting in E-Grants
- After Action Reports conducted by the State of Minnesota and those submitted to E-Grants
- Annual Integrated Preparedness Planning Workshop(s) which include surveys for local partners and state agencies partners
- HSEM course surveys

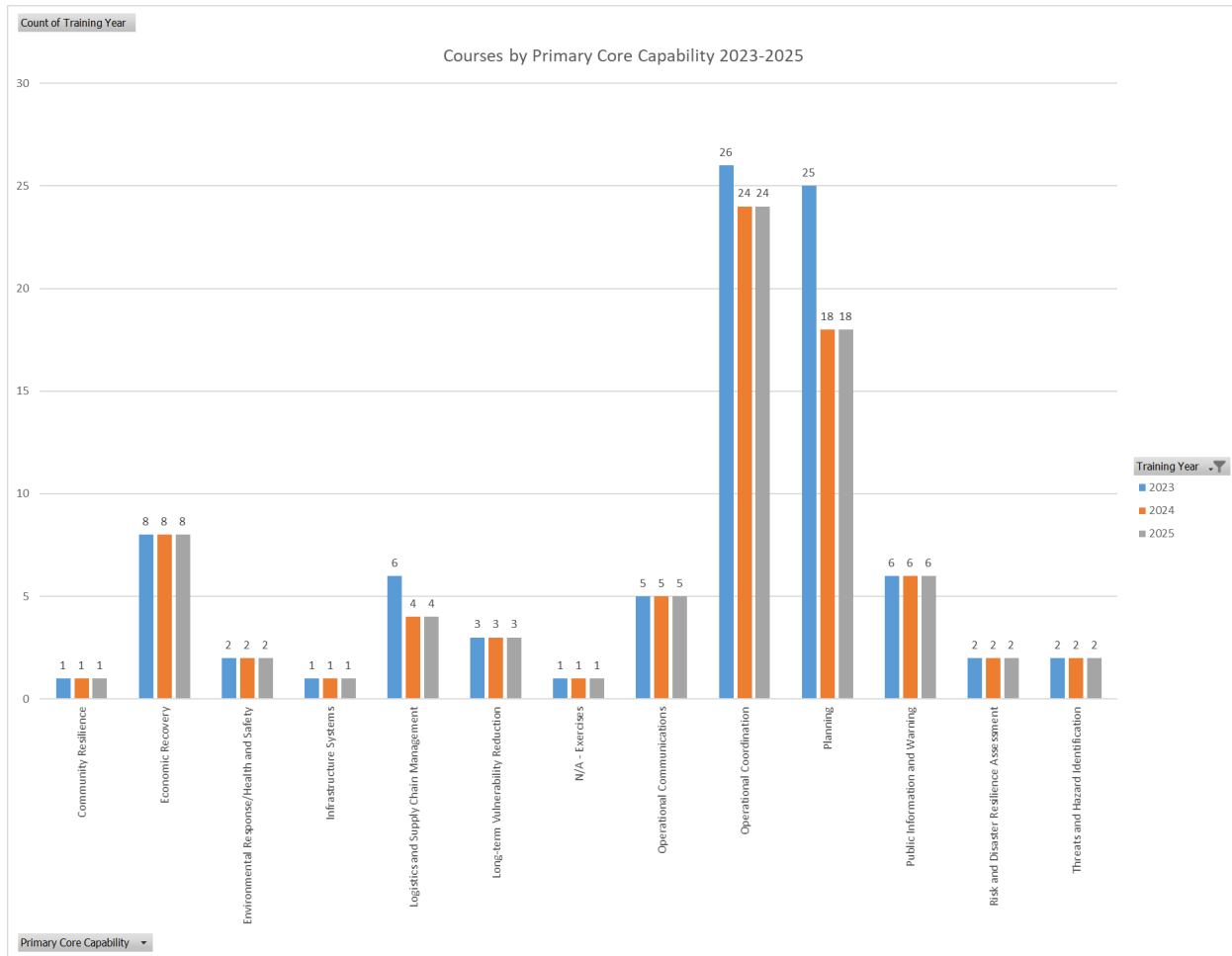
Actions will be identified by asking the following questions when conducting the above items:

- What changes need to be made to plans and procedures?
- What changes need to be made to organizations structures?
- What changes to equipment or resources are needed?
- What training can be leverage to increase knowledge?

MN HSEM will align actions to capabilities and measure the effectiveness of those actions by assigning SMART objectives to those actions.

MULTI-YEAR SCHEDULE OF PREPAREDNESS ACTIVITIES

Training



Count of Training Year Course Title	Training Year		
	2023	2024	2025
An Introduction to Exercises	1	1	1
An Introduction to the Incident Command System, ICS 100	1	1	1
An Introduction to the National Incident Management System	1	1	1
Animals in Disasters: Awareness and Preparedness	1	1	1
Anticipating Hazardous Weather and Community Risk, 2nd Edition	1	1	1
Basic Emergency Operations Center Functions	1	1	1
Basic Incident Command System for Initial Response	1	1	1
Communicating with the Public	1	1	1
Critical Asset Risk Management	1	1	1
Decision-Making and Problem-Solving	4	4	4
Developing and Managing Volunteers	1	1	1
Disaster Assistance/Recovery Programs Federal Stafford Emergency and Disaster Declarations, MN Chapter 12, 12a, 12b, State Disaster Program Management	2	2	2
Effective Communication	4	4	4
Emergency Operations Center/Incident Command System Interface	3	3	3
Emergency Planning	1	1	1
EOC Operations for All-Hazards Events	3		
Evacuation and Re-Entry Planning Course	2	2	2
Fundamentals of Emergency Management	1	1	1
Grants Pro Overview	1	1	1
How to be an Exercise Evaluator	1	1	1
HSEM Grants Management EMPG, HSGP and E-Grants	2	2	2
ICS 300: Intermediate Incident Command System for Expanding Incidents	3	2	2
ICS 400: Advanced Incident Command System for Command and General Staff - Complex Incidents	2	1	1
ICS 400: Advanced Incident Command System for Command and General Staff-Complex Incidents	1	1	1
ICS Forms Review	2	1	1
Instructor Development Workshop	1		
Integrated Public Alert and Warning System (IPAWS) for Alert Originators	1	1	1
Intermediate Emergency Operations Center Functions	2	2	2
Introduction to Continuity of Operations	2	2	2
Introduction to Debris Operations	1	1	1
Introduction to Emergency Management in Minnesota	3	3	3
Introduction to Hazard Mitigation	1	1	1
Leadership and Influence	4	4	4
Local Damage Assessment	1	1	1
Local Volunteer and Donations Management	2	2	2
Minnesota Initial/Local Damage Assessment and Assistance Request Process	2	2	2
Mitigation for Emergency Managers	2	2	2
MIN RERO	1	1	1
National Incident Management System Resource Management	1	1	1
National Response Framework, An Introduction	1	1	1
Planning for the Needs of Children in Disasters	1	1	1
Principles of Emergency Management / Emergency Planning	3	3	3
Public Assistance Program and Eligibility	1	1	1
Public Information Officer Awareness	1	1	1
Recovery from Disaster: The Local Community Role	3	3	3
Review and Seminar	1	1	1
Roles and Responsibilities	1	1	1
Special Events Contingency Planning for Public Safety Agencies	1	1	1
State & Federal Disaster Assistance	1	1	1
The Role of Voluntary Organizations in Emergency Management	1	1	1
Threat and Hazard Identification and Risk Assessment and Stakeholder Preparedness Review	1	1	1
Warning Coordination	2	2	2
EOC Operations Course	1		
EOC Logistics Course	1		
EOC Planning Course	1		
WebEOC and Functional Skills	1		
Grand Total	88	77	77

Exercises (2023 only)

HSEM Region	County	Month	Type	Scenario
1	Wabasha	September	Full Scale	Mass Decontamination, Sheltering
1	Steele	May	Functional	Operational Coordination, Hazardous Materials Response
1	Fillmore	August	Functional	Mass Care Services, Radio Communications
1	Blue Earth	August	Tabletop	Mass Care Services
1	Blue Earth	September	Drill	Radio Communication
2	Aitkin	April	Functional	Radio comma, evacuation planning
2	Mille Lacs, Aitkin and Pine	April or October	Tabletop	mass care
3	Kittson	April	Drill	Emergency response training for volunteer firefighters to a railroad incident
3	Roseau	May-July	Tabletop	Mass care services
3	Red Lake	March	Tabletop	Incident command
3	Lake of the Woods	May	Functional	Radio communication
3	Lake of the Woods	June	Workshop	Planning
3	Lake of the Woods	April	Drill	Public information and warning
3	Pennington	May	Functional	Radio communication
4	Otter Tail	April	Workshop	TBD
4	Morrison	October	Workshop	Radio communication/warning notification
4	Todd	September	Functional	Planning and Operational Communications
4	Todd	March	Tabletop	Operational Coordination
4	Stearns	February	Tabletop	Operational Communications, Operational Coordination, Planning
4	Stearns	TBD	Full Scale	Operational Communication, Operational Coordination
4	Stevens	May	Workshop	Mass Care Services, Community Resilience, Situational Assessment, Operational Communications, Public Health, Healthcare, and Emergency Medical Services. Health and Social Services, Housing
4	Stevens	June	Drill	Same as above
5	Watonwan	August	Tabletop	Radio communications
5	Lac qui Parle	November	Drill	Radio Communications
5	Pipestone	June, July, or August - TBD	Drill	It's still in the planning stages, but most likely radio communication & mass care at a minimum.
5	Yellow Medicine	August	Drill	Mass care
5	Redwood	May	Tabletop	Communications
5	Nobles	September	Tabletop	Communication- Dispatch COOP Plan in Action
5	Renville	February	Tabletop	Planning
5	Renville	May	Functional	Operational Coordination
5	Renville	September	Full Scale	Operational Coordination
6	Hennepin (Airport)	TBD	Functional	Active threat
6	Minneapolis	Q1	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment
6	Minneapolis	Q2	Functional	Operations Planning, Planning, Operational Communication, Situational Assessment