

OP-ED COLUMNIST

# The Best-Laid Plan: Too Bad It Flopped

By **DAVID BROOKS**

Published: September 11, 2005

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Among the many achievements of the human race - Chartres Cathedral, the Mona Lisa - surely the New Orleans emergency preparedness plan must rank among the greatest, and the fact that this plan turned out to be irrelevant to reality should not detract from its stature as a masterpiece of bureaucratic thinking.



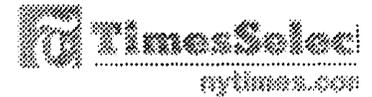
The plan (which is viewable online at

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[www.cityofno.com/portal.aspx?portal=46&tabid=26](http://www.cityofno.com/portal.aspx?portal=46&tabid=26)) begins with the insight: Be prepared. Or as the plan puts it, "Individuals with assigned tasks must receive preparatory training to maximize operations."

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The plan lays out a course of action so that all personnel will know exactly what to do in case of a hurricane. The Office of Emergency Preparedness will coordinate with the Louisiana Office of Emergency Preparedness in conjunction with the Comprehensive Emergency Management Plan by taking full advantage of the courses offered by the Louisiana Emergency Preparedness Association and other agencies "as well as conferences, seminars and workshops that may from time to time be available, most notably state hurricane conferences and workshops and the National Hurricane Conference."

In addition, the plan continues, the administrative and training officer of the Office of Emergency Preparedness will maintain close communication with the state training officer of the L.O.E.P., making sure workshops are conducted at the Emergency Support Function level, reviewing Emergency Operating Center/E.S.F. standard operating procedures and undertaking more "intensive work sessions with elements of the emergency response organizations in order to enhance unified disaster planning."

One can imagine the PowerPoint presentations! The millions of cascading bullet points! The infinity of hours spent planning a hurricane response that would make a Prussian officer gasp with reverence!

Furthermore, the plan instructs the O.E.P. director to execute Mass Casualty Incidents scenarios; work with the Association of Contingency Planners and other groups to coordinate disaster organization responses; coordinate, facilitate and encourage other agencies to conduct emergency self-assessments; engage in assessment processes in preparation for the Agency Disaster Report; and produce after-action reports with the O.E.P. shelter coordinator in conjunction with the Louisiana Statewide Hurricane Exercise.

The paper flow must have been magnificent! The quality of the facilitating must have been surpassed only by the

magnificence of the interfacing!

The New Orleans emergency preparedness plan offers a precise communications strategy, so all city residents will know exactly where to go in times of crisis. It recommends that two traffic control officers be placed at each key intersection. It recommends busing the thousands of residents unable to evacuate themselves to staging areas prestocked with food.

In short, the plan was so beautiful, it's too bad reality destroyed it. The plan's authors were not stupid or venal. They are doubtless good public servants who worked in agencies set up to prepare for this storm. And yet their elaborate plan crumbled under the weight of the actual disaster.

But of course this illustrates the paradox at the heart of the Katrina disaster, which is that we really need government in times like this, but government is extremely limited in what it can effectively do.

Katrina was the most anticipated natural disaster in American history, and still government managed to fail at every level.

For the brutal fact is, government tends toward bureaucracy, which means elaborate paper flow but ineffective action. Government depends on planning, but planners can never really anticipate the inevitable complexity of events. And American government is inevitably divided and power is inevitably devolved.

For example, the Army Corps of Engineers had plenty of money (Louisiana received more than any other state), but that spending was carved up into little pork barrel projects. There were ample troops nearby to maintain order, but they were divided between federal and state authorities and constrained by regulations.

This preparedness plan is government as it really is. It reminds us that canning Michael Brown or appointing

some tough response czar will not change the endemic failures at the heart of this institutional collapse.

So of course we need limited but energetic government. But liberals who think this disaster is going to set off a progressive revival need to explain how a comprehensive governmental failure is going to restore America's faith in big government.

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From: Billi Zielinski [Billi.Zielinski@state.mn.us]  
Sent: Wednesday, November 16, 2005 9:28 AM  
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74 Hotels/Motel  
"SINGLE/MAN"

## FEMA Tells 150,000 in Hotels to Exit In 15 Days

### No More Free Rooms For Katrina Evacuees

By Spencer S. Hsu  
Washington Post Staff Writer  
Wednesday, November 16, 2005; Page A01

The Federal Emergency Management Agency yesterday warned an estimated 150,000 Hurricane Katrina evacuees living in government-subsidized hotels that they have until Dec. 1 to find other housing before it stops paying for their rooms.

The announcement effectively starts the clock ticking toward a new exodus of Gulf Coast storm victims who have been living rent-free in 5,700 hotels in 51 states and U.S. territories under the \$273 million program.

Under FEMA's decision, the evacuees will have 15 days to lease apartments, make other arrangements or begin paying their own bills. Many families will be eligible for as much as \$2,358 for three months' rental assistance from FEMA, payments that may be extended for as long as 18 months.

Families in 12,338 hotel rooms in Louisiana and Mississippi -- nearly one-fourth of the 53,894 total subsidized by FEMA -- may get a reprieve. Because of those states' devastated housing stocks, officials may seek extensions of hotel aid two weeks at a time until Jan. 7, at the discretion of the top FEMA official in each state, officials said.

The deadline will fall hardest in Texas, where 19,734 hotel rooms are occupied by Katrina evacuees, and Georgia, where they are housed in about 8,900 rooms.

Coming three months after Katrina's Aug. 29 landfall, the phaseout of the hotel program marks the latest effort by FEMA to manage the largest national housing crisis since the Dust Bowl of the 1930s. It follows criticism of the cost and management of efforts to place people in cruise ships, mobile homes and trailers.

FEMA had set the deadline four weeks ago and discussed it



At the Jack London Inn in Oakland, Calif., last month, Elena Cunha of Redwood City donated supplies for more than 40 families that survived Hurricane Katrina. Under a FEMA decision, many people in hotels will have to move soon. (By Frederic Larson -- San Francisco Chronicle Via Associated Press)

**Special Report**

publicly with the media. Yesterday was the first time that the agency formally released its plan to move evacuees out of hotels and emphasized the looming deadline to them.

David Garratt, acting director of FEMA's recovery division, said the agency has begun to notify displaced families. He said FEMA issued a news release, released a public service announcement, directed a contractor to slip fliers under the hotel room doors of evacuees and yesterday began to contact people by phone or in person.

"As of the close of business on Nov. 30, 2005, FEMA will no longer be subsidizing hotel and motel leases or rents for individuals," Garratt said. "We'll be working hard in our case management program . . . with those individuals and helping them establish the ability to manage their lives in a temporary housing environment on their own, with or without assistance."

FEMA has awarded \$66 million to two organizations to use 3,000 case managers to help move families into apartments if they sign leases by Dec. 1. The agency set up a nationwide housing referral service, open from 8 a.m. to 9 p.m. EST daily, at 1-800-762-8740 (TTY 1-800-462-7585).

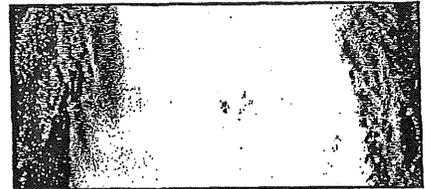
Housing advocates criticized the announcement, saying that FEMA failed to spell out long-term housing plans, ignored existing federal housing programs and will push some poor evacuees into shelters for the homeless because of lack of planning.

"Unless they have some serious plan for helping move people from hotels into apartments, other than putting up fliers . . . as of December 1, there's going to be a lot of homeless people," said Sheila Crowley, president of the National Low Income Housing Coalition.

Apartment industry officials called the long-awaited action positive but worried that the agency is dumping the crisis into their hands. They predicted chaos if families do not receive counseling about federal assistance programs.

"To date, the information provided to both the evacuee and the apartment owners about housing assistance has been inadequate and has led to significant confusion," said Jim Arbury, senior vice president for the National Multi Housing Council. "It will be difficult, if not impossible, to secure executed leases for all the eligible families in slightly over two weeks -- including a long holiday weekend."

"It's a hell of a time to be telling people that they're kicked out, a week after the [Thanksgiving] holiday," said Doug Culkin,



## Gulf Coast Hurricanes

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executive vice president of the National Apartment Association.

Several Texas cities, including Houston and Dallas, have set up city-funded apartment programs for storm victims, anticipating FEMA reimbursement. Under FEMA's new policy, dated Monday, the agency will not pay for any leases signed after Dec. 1, and existing leases must be phased out by March 1.

Housing experts said FEMA is opening itself to legal challenges. On Thursday, 14 people filed a class-action lawsuit in the Eastern District of Louisiana, claiming that FEMA has failed to live up to its responsibility to provide relief to Katrina victims fairly and quickly.

"It appears that FEMA is working very hard to make itself so unreliable that state and local governments will say, 'We can't depend on FEMA in the future,'" Crowley said. "I can't imagine what other explanation there can be for this level of incompetence."

Nationwide, the number of Katrina evacuees living in shelters has fallen to 2,491, down from a high of 321,000 shortly after the storm, FEMA said. The agency said 1.4 million families have registered as storm victims and 500,000 families have received housing assistance.

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November 15, 2005

## Storms Put Focus on Other Disasters in Waiting

By DEAN E. MURPHY

Officials in California worry about the collapse of aging levees in the delta of the Sacramento and San Joaquin Rivers, which might allow surging seawater to contaminate much of the state's drinking water supply.

A major concern in Seattle is the seismic vulnerability of the Alaskan Way Viaduct, a busy elevated highway in such peril that weight and lane restrictions were imposed on buses and trucks.

In Montana, Idaho and Wyoming, there is the recurring danger of a volcanic eruption at Yellowstone National Park, while in Florida, attention has turned anew to cleaning up Lake Okeechobee, which sends polluted water into nearby rivers during heavy rains and floods.

While the problems are mostly well known, the devastation from the Gulf Coast hurricanes is serving as a strong reminder that possible disasters could lay waste to cities and states across the country. People are calling government offices about emergency preparedness, long-forgotten plans are being dusted off and reassessed, and lawmakers are holding hearings about vulnerabilities and whether efforts to address them go far enough.

"Katrina woke us up again," said Susie Stonner, a spokeswoman for the State Emergency Management Agency in Missouri, where flooding along the Mississippi River in 1993 caused billions of dollars in damage but where building in flood plains has resumed. "Since 9/11 most of our efforts have been focused on terrorism, and it's time to start thinking we have natural disasters, too."

Robert S. Young, an associate professor of geosciences at Western Carolina University in Cullowhee, N.C., who conducts hurricane research for the Federal Emergency Management Agency, said this year's hurricane season had people in government and out seriously considering an old idea: that the federal government cut off its investments in coastal areas repeatedly hit by hurricanes, including those in North Carolina.

Professor Young, who recently testified about the subject before a Congressional committee, said that there had long been resistance among environmentalists to construction along the coast, but that now lawmakers and taxpayers' groups were also questioning federal subsidies for

things like flood insurance and rebuilding roads.

"There is no question that more people are interested and more willing to listen to the possibility of the federal government abandoning the coast," he said. "People are finally realizing how costly this is."

In some places like Utah, where a \$200 million project is under way to mount the State Capitol on cylindrical bearings to reduce the shaking during an earthquake, officials said the hurricanes' destruction was a reminder that expensive disaster preparedness programs needed to stay on track.

Scientists at the University of Utah estimate there is a one in four chance that a major earthquake will rock the Wasatch fault in the state in the next 40 years, with the Capitol among the buildings most in jeopardy. Similarly, seismologists in Washington have said that the Alaskan Way Viaduct, which suffered severe cracking in an earthquake several years ago, will not survive a major quake, and efforts are under way to replace it with a tunnel.

"It has reinforced the importance of what we are doing and why," Derek Jensen of the Utah Department of Public Safety, said of the hurricane season.

Maj. Scott J. Smith of the Montana National Guard said officials there were looking anew at the problems that a major earthquake - and a possible resulting volcanic eruption at Yellowstone, where the caldera is classified as a "high threat" by the United States Geological Survey - would pose in assembling troops. The experience in Louisiana, Major Smith said, had illustrated that many of the people who would be called upon to deal with a disaster might also be among its victims.

"It certainly has been an eye opener for all of us," Major Smith said. "One specific area we are now looking at is where are we going to bring the resources, knowing we might not have all the soldiers we need."

National park administrators at Yellowstone and elsewhere have been instructed to review their emergency plans with the lessons of the hurricanes in mind. Kevin FitzGerald, chief ranger for visitor and resource protection for the eight-state intermountain region, said the reassessments had been "for the most part preaching to the choir," since periodic reviews were routine.

But with the severity of this year's hurricane season, Mr. FitzGerald said, taking extra stock is warranted. One task whose importance was reinforced by the problems in New Orleans, he said, was making sure park officials had emergency contact information for all of their employees so they could be accounted for after a disaster.

"You take that," Mr. FitzGerald said of the communication problems among law enforcement agencies after the hurricanes, "and you learn from it."

Though flooding is a recurring problem in much of the Midwest, the post-hurricane emphasis in Missouri has been on earthquakes, said Ms. Stonner of the state emergency management agency. The last big earthquake in the New Madrid seismic zone in the state was nearly 200 years ago, but seismologists have warned that the Central States, including Missouri, remain ripe for a significant temblor.

State and municipal officials in the region are determining whether generic disaster plans, written with flooding, tornadoes and other more common calamities in mind, are adequate for the particular problems posed by a catastrophic earthquake. As a start, a map has been posted on the Missouri agency's Web site showing 47 of the state's 114 counties that would sustain the brunt of a major earthquake, with splashes of yellow and orange signaling the most vulnerable areas.

"Local officials saw what happened in Louisiana, and they are concerned," said Ms. Stonner, referring to the hard-hit roads and other damaged infrastructure in that state. "A lot of the time, you assume, say, that you would be able to get to the airport in St. Louis. But if you look at the earthquake map, that area is marked yellow in a bad-enough earthquake, which indicates the airport would probably be closed."

In San Francisco, a more arcane issue, the size of fire-hydrant valves, has set off a growing debate, as critics question the wisdom of exempting the city from a state law that requires all fire departments to have standardized valves and hoses. The law was imposed after fires swept through hills of Oakland in 1991, killing 25 people and causing more than \$1.5 billion in damage.

Spurred by renewed fears of a natural calamity that might set off fires like those that destroyed much of San Francisco in 1906, the city's fire chief, Joanne Hayes-White, has recommended keeping a reserve of adapters on hand so neighboring departments could readily help in an emergency. Another proposal under consideration would require retrofitting about 8,000 hydrants in the city.

In Sacramento, nerves have also been newly rattled. Gov. Arnold Schwarzenegger requested \$90 million in federal assistance in September to increase what he said was "woefully inadequate flood prevention" in the Sacramento area. Yesterday, the United States Senate approved legislation to allocate \$39 million to improve flood control in Sacramento and about \$2 million for other flood control projects in the area.

The problematic levee system there is part of the same network in the delta that protects millions of acres of farmland, drinking water for about 22 million people and, increasingly, housing developments on the distant fringe of the San Francisco Bay Area. Without major improvements to the system, scientists at the University of California, Davis, recently predicted, there is a two in three chance in the next 50 years that a major earthquake or storm will cause widespread failures of levees, which would allow salt water to back up into the delta and be drawn by pumps into the state aqueduct.

Some water officials are revisiting the idea of building a canal around the delta to help keep drinking water safe, a highly charged proposal that California voters rejected in 1982.

"Even New Orleans had a 250-year level of flood protection," Mr. Schwarzenegger wrote in a letter to members of Congress. "Sacramento only has about a 100-year level of protection."

Larry Larson, executive director of the Association of State Floodplain Managers, said the hurricanes and the subsequent flooding in some Northeastern states, including New York and New Jersey, had grabbed the attention of emergency planners and elected officials like few other recent natural disasters.

Still, Mr. Larson predicted, the window of opportunity for translating the hardship into better preparedness is not very large. While many cities and states seem genuinely interested in tackling problems, he said, some of that interest will wane when the costs and other political obstacles loom larger.

"It's been a wake-up call," Mr. Larson said. "We need to figure out if we are ready to hear it."

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# Minnesota Department of Public Safety

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Division of Homeland Security and  
Emergency Management

Commissioner Michael Campion,  
Department of Public Safety



# Department of Public Safety

## Mission



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Protect the people and property in Minnesota through:

- Prevention
- Regulation
- Enforcement
- Information
- Service

# Homeland Security and Emergency Management



- Created in June 2003
- HSEM combines functions of the Division of Emergency Management and the new Office of Homeland Security
- Coordinates statewide disaster preparedness and response, including acts of terrorism
- Fits into an 'all-hazards' philosophy
  - Similar type of response for terrorist act, tornado, flood and other disasters

# Is Minnesota Ready?



- Most events begin as local events
- Coordination at all levels
- Ready to respond as well as we can
- Existing gaps – Identifying gaps in a unified manner



# Senior Advisory Committee



- Formerly Homeland Security Advisory Council (HSAC)
- HSAC sunset in 2005
- Revived as Senior Advisory Committee under federal requirement

# Senior Advisory Committee



- Chaired by DPS and MDH commissioners
- Reviews and determines statewide implementation of federal and state homeland security and emergency management policies and funding

# **Senior Advisory Committee – 23 Members**



**HSEM    DPS    MDH    ARMER    MDA    MnDOT**

**Minn. Chiefs of Police Association – Minn. Sheriffs' Association**

**Minn. Fire Chiefs Association – Minn. Public Works Association**

**Indian Affairs Council – Minn. Ambulance Association**

**Office for Enterprise Technology – Minn. Army National Guard**

**Association of Minnesota Emergency Managers**

**League of Minnesota Cities – Urban Area Security Initiative**

**US Department of Homeland Security**

**Association of Minnesota Counties**

**Minn. Local Public Health Association**

# Working Together

- Role of HSEM
  - Assist local response
- Field Coordination
  - Counties, cities and townships
  - Planning and threat assessment
- External Coordination
  - Public awareness and education



# Minnesota Department of Public Safety

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Division of Homeland Security and  
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Commissioner Michael Campion,  
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# Minnesota Department of Public Safety

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Division of Homeland Security and  
Emergency Management

Kris Eide,  
Director, HSEM



# Emergency Operations Plans



- Based on hazard analysis
- In analysis
  - Cost factors
  - Effects on communities
  - Realistic scenarios



# Emergency Operations Plans



- State has all hazards plan
- Hazard mitigation plan
- Plans coordinated by HSEM with state agencies
- Cross referenced with National Response Plan

# Emergency Operations Plans



- No lead time
- Plans reviewed annually
- Local plans exercised
  - More than 200 each year
- Response personnel trained

# Minnesota Statutes

## Chapter 12

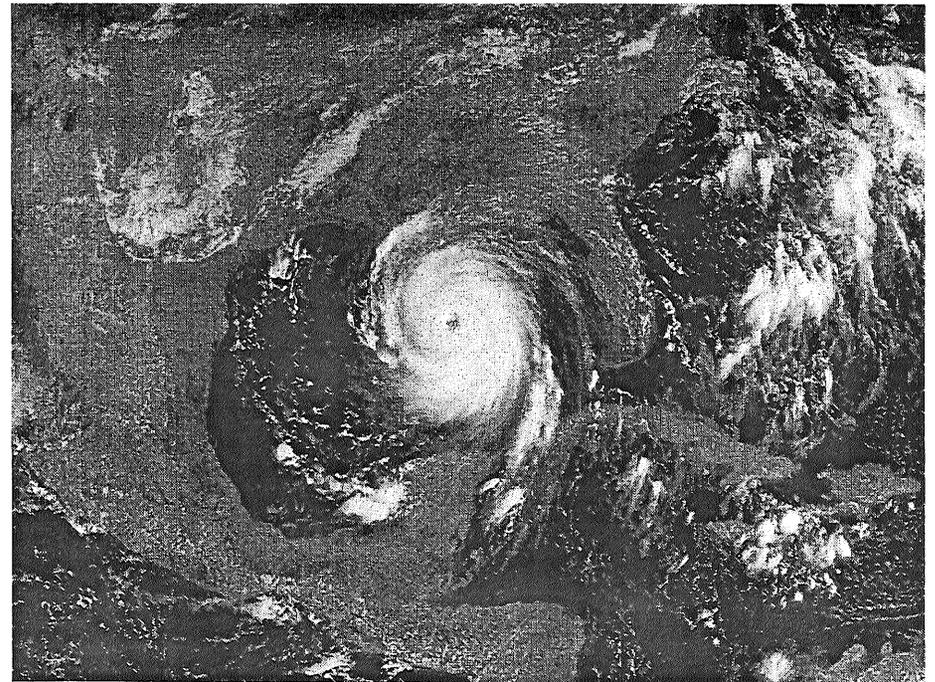


- Emergency management organization appoints director
- Only a handful of fulltime directors
- HSEM supports local planning
  - Guidance
  - Federal funding through grants
  - Assistance

# When Disaster Strikes...



- After-action reviews
- Identify gaps
- Change plans and procedures
- Plans are living documents



# Working Together



- History of coordination
- Activate state EOC
- State agencies represented
- VOAD represented
- Minnesota Incident Management System (MIMS)

# Working Together



- State agencies required to respond using MIMS
- HSEM coordinates EPRC
- DPS Commissioner co-chairs Senior Advisory Committee with MDH Commissioner
- Identify gaps and address them in a unified manner

# Who's in Charge?



- Every disaster begins locally



# Who's in Charge?



- HSEM relies on local officials to assess the situation and request assistance
  - An emergency is an exigent circumstance
  - A disaster overwhelms local resources
  - A catastrophe overwhelms state resources



# Who's in Charge?

- States of emergency – defined in Chapter 12
  - Mayor – City
  - Supervisor – Township
  - County Board Chair – County
  - Governor – State

# Emergency Powers – Governor

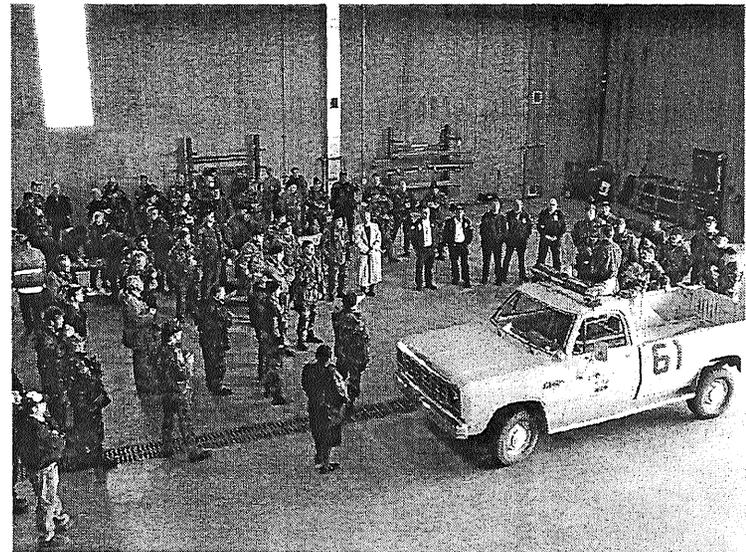


- General direction and control for peace-time and national security emergencies
- May make, amend or rescind orders
- Cooperate with president, DHS, FEMA and other federal agencies
- Control public gatherings
- Incur obligations

# Mutual Aid



- Legislature passed MS192.89 (EMAC)
- Sending and receiving authority
- Requires intergovernmental agreement
- Deployed more than \$5 million in assets



# Mutual Aid Recommendation

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- Standing intergovernmental agreement
  - Address workers' compensation
  - Address liability
  - Address reimbursement issues

# Coordination with Local Government

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- Incident management structure
  - MIMS – 10 years
- All state agencies have local counterparts

# Coordination with Federal Government



- FEMA historically our contact
  - New structure puts FEMA within Homeland Security
- New structure creates challenges
- Now unsure of federal response
- Appearances of conflicting priorities between FEMA and DHS
- Movement to remove preparedness from FEMA
- Minnesota should plan to be self-sufficient for three days or longer

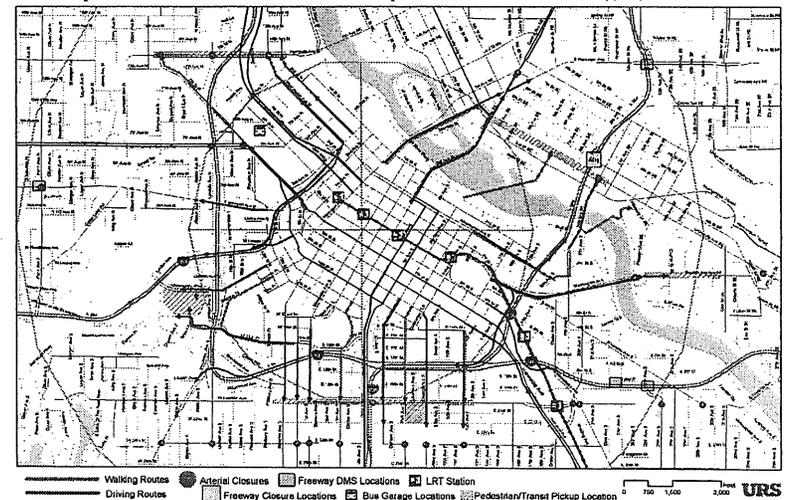
# Mass Evacuation



- MnDOT leading the effort
- Plan in the final stages
- Traffic management and traffic control
- Building on local plans

Minneapolis CBD Evacuation Route Template

Created on Oct 7, 2005  
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# Volunteer Coordination



- HSEM leading coordination with organization
- MNVOAD – organizations that customarily respond to disasters
- During Katrina – other organizations emerged
- Continue effort to coordinate volunteer organizations in disaster planning

# Offender Supervision: How We Do It



- 3 different delivery systems
  - Community corrections
  - County probation officer
  - Department of Corrections
- 134,000 offenders in Minnesota

# Offender Supervision: How We Do It

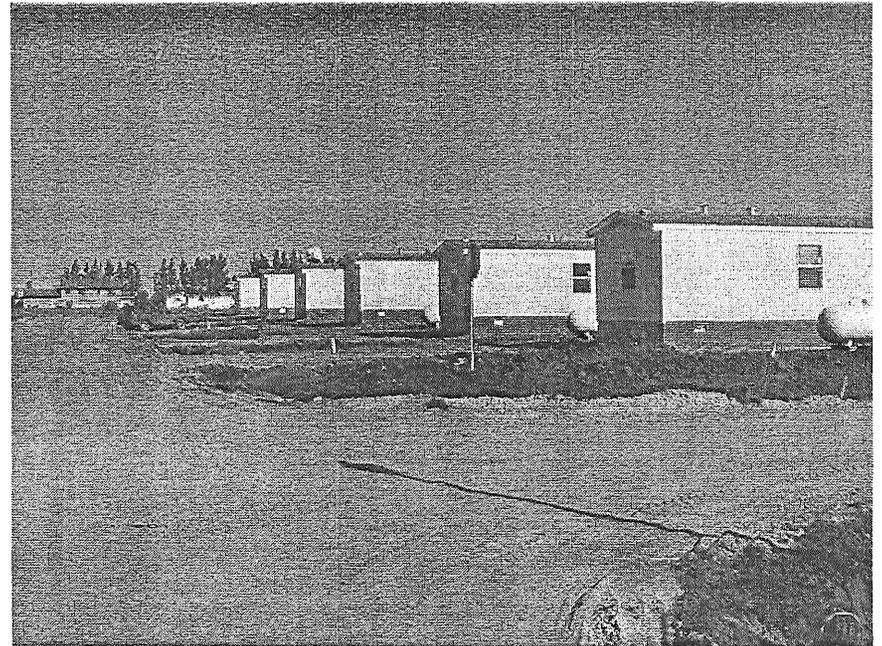


- 42 separate jurisdictions
  - 70% by CCA
  - 30% by DOC and CPO remainder
- DOC forming Disaster Recovery Planning Committee
  - How to resume and/or continue supervision of dangerous offenders
  - Registered sex offenders must register at new address

# Temporary Housing: After the Shelters Close



- Must think beyond short-term
  - Normal course of business impedes ability to respond to crisis
- Work with partner agencies
- Requires focused energy and staff time



# Multi-Agency Communications



- Among top priorities
- Building statewide system in stages
- Communication investments
  - Satellite
  - Amateur radio
  - Multi-Agency Coordination Center



# Minnesota Department of Public Safety

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## Division of Homeland Security and Emergency Management

Kris Eide,  
Director, HSEM





Alcohol  
and Gambling  
Enforcement

ARMER/911  
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## ARMER/911 Program

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www.dps.state.mn.us

November 1, 2005

The Honorable Jane Ranum, Chair  
Senate Public Safety Budget Division  
120 Minnesota State Capital  
St. Paul, Minnesota 55155

Re: ARMER Program

Dear Senator Ranum:

I want to thank you for your continuing interest and support of an integrated **public** safety radio system in Minnesota. Based upon the passage of the 2005 **Omnibus Public Safety** bill, \$62.5 million in funding was provided for the following purposes:

- Implementation of the basic communication infrastructure in the southeast and central districts of the State Patrol (Phase Three),
- Partial funding (up to 50% of the cost) of local infrastructure in the metropolitan area, and
- Partial funding (up to 50% of the cost) of local infrastructure in a portion of phase three.

In addition to this, legislative measures from 2004 setting the stage for a transition of the Metropolitan Radio Board to a regional radio board have been completed. As a regional radio board the Metropolitan Emergency Services Board has authority over 911 issues, EMS and public safety radio system in the metropolitan area. Similarly, the Statewide Radio Board has been fully constituted with its members actively involved in providing direction and oversight to the ARMER (Allied Radio Matrix for Emergency Response) project, as a whole.

Interoperable communication continues to be a very high priority in Minnesota's Homeland Security strategy. The continued commitment of the legislature is key to achieving this strategic goal. Although initiated prior to the passage of the 2005 Omnibus Public Safety bill, the following local initiatives provided continued progress toward our goal of statewide interoperable communication:

- The City of St. Cloud replaced their analog trunked communication system with a new trunked radio system that is fully integrated into the ARMER infrastructure.
- Stearns County's is in the final stages of implementing a trunked radio system that will fully integrate into the ARMER infrastructure.
- The City of Rochester and Olmsted County are in the final stages of implementing a trunked radio system that will fully integrate into the ARMER infrastructure.

With the funding of Phase Three provided for in the 2005 Omnibus Public Safety bill, the Department of Transportation (DOT) has been able to move forward with efforts to identify and acquire antenna sites in the southeast and central state patrol districts. There were a number of sites already under the control of the DOT, but additional antenna sites are needed to complete the Phase Three implementation. Maps of existing antenna sites and new antenna site search areas needed to complete Phase Three are attached in Appendix A.

Based upon its experience in the implementation of the public safety radio system in the metropolitan area, the DOT has been able to take a much more active role in staging and implementing the public safety radio system in Stearns and Olmsted Counties. The DOT has provided general implementation oversight for each county which has greatly reduced the cost of implementation. Similarly, DOT is currently reviewing the equipment bid process to assure current and competitive pricing of infrastructure and other services.

The Department of Transportation anticipates they will begin populating base radio station sites in mid 2006. Similarly, high level infrastructure (zone controllers) will be acquired at the same time and placed in St. Cloud and Rochester, which will free up resources in the metro area for programmed expansion of the metro system to Ramsey and Dakota Counties. Expanding the metro system to "collar counties", such as, Wright, Sherburne and Benton Counties in the central district of the state patrol and Goodhue, Rice and Steele in the southeastern district should occur during 2006.

In our discussions with project managers in other states, we have been advised that the acquisition of antenna sites is the most time consuming aspect of statewide implementation. Our experience has been similar. As such, the DOT anticipates a two to three year build out of Phase Three.

With the funding of Phase Three and with Olmsted and Stearns Counties anchoring those regions, overall interest in the system has increased. Additionally, the \$9.5 million in assistance for local enhancement has provided a strong incentive for local participation.

In the central region, Benton, Stearns, Sherburne, Morrison and Wright Counties have formulated a regional planning committee as a prelude to formation of a regional radio board.

There is no similar initiative in the southeastern region, but Goodhue and Winona Counties are initiating planning processes and we have started discussions with Steele and Rice Counties.

In addition to metro and Phase Three development, Isanti County has elected to proceed with a communication system improvement that will integrate into the ARMER backbone. Sheriff Pat Medure, who is a member of the Statewide Radio Board, conducted a thorough assessment of the alternatives and determined that trunked radio system compatible with the ARMER system was the best alternative to address local needs and to provide a broader interoperable infrastructure for the region. It is important to note that Sheriff Medure's situation is not unusual. There are many local communities and counties in desperate need to renew their wireless communication infrastructure.

Briefly, the Metropolitan Emergency Services Board (formerly the Metropolitan 911 Board) has done an excellent job in providing for the continued implementation of Phase Two in the metropolitan area. The planning for the transition to the ARMER system in Ramsey County and Dakota County is well underway. To the credit of both counties, a significant consolidation of each counties dispatch centers will occur in conjunction with their transition with Dakota County transitioning from six separate 911 centers to one countywide center. Similarly, Scott and Washington Counties are actively involved in the planning process.

In addition to the above matters, we are currently seeking proposals from consultants for the following matters related to the ARMER system:

- Risk Assessment and Risk Mitigation Plan (as required under Minn. Stat. §16E.04)
- ARMER Business Plan
- Phase Three Local Enhancement Study

We anticipate these plans and studies will aid the Statewide Radio Board in fulfilling its obligations.

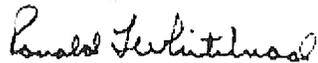
I will refer you to our 2005 Report to the Legislature where we outlined the status of statewide radio systems throughout the United States. The discussion of interoperable communication and its importance continues at the national level. With our expansion of the regional system into Phase Three, Minnesota is clearly a leader in adopting and implementing a statewide plan. More and more states are recognizing the need to provide leadership at the state level. The FCC has promoted the adoption of Statewide Interoperability Executive Committees to further these discussions. However, Minnesota was many steps ahead of this process having already formulated the Metropolitan Radio Board with a subsequent evolution of the MRB to a regional radio board and the formation of a Statewide Radio Board.

ARMER/911 Program  
November 2, 2005  
Page 4

Again, I would like to thank you for your interest and support of the ARMER system. With every disaster, natural or man made, the need for reliable interoperable communication is reinforced. We have tremendous capacity to respond to these events. However, if we can't maintain communication we lose our ability to marshal those resources and use them appropriately.

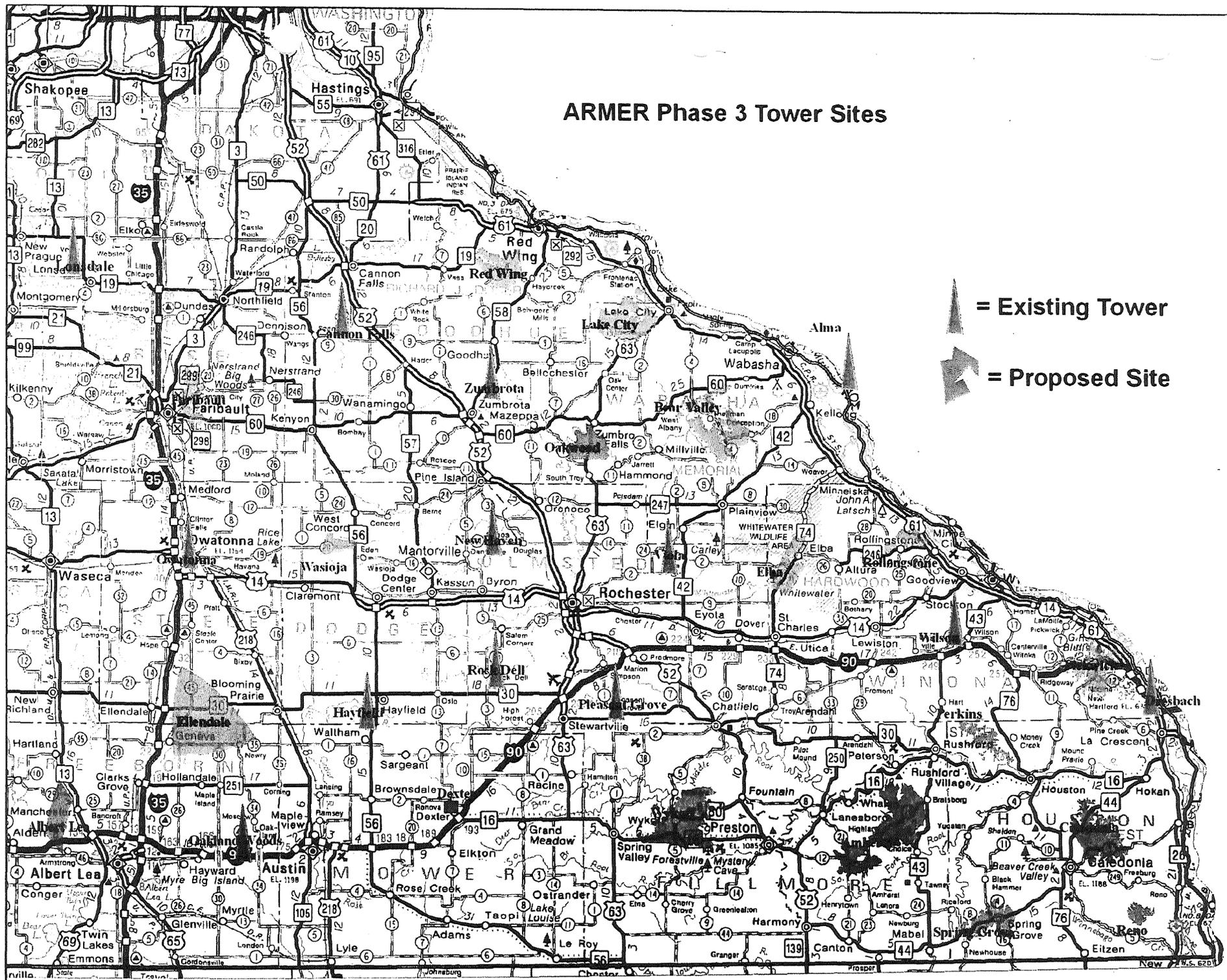
On behalf of the Department of Public Safety and the Department of Transportation, Andy Terry and I would be happy to provide any additional information you might need.

Sincerely,



Ronald L. Whitehead  
ARMER/911 Program Director

# ARMER Phase 3 Tower Sites



▲ = Existing Tower

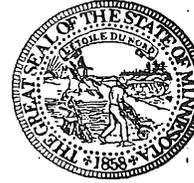
➤ = Proposed Site



Minnesota  
Board on Aging

  
Minnesota State Council  
On Disability

  
DEPARTMENT OF ADMINISTRATION  
MINNESOTA GOVERNOR'S  
COUNCIL ON  
DEVELOPMENTAL  
DISABILITIES



Minnesota Commission  
Serving Deaf &  
Hard of Hearing People

November 16, 2005

Senator Jane Ranum  
120 Capitol  
75 Rev. Dr. Martin Luther King, Jr. Blvd.  
St. Paul, MN 55155-1606

Dear Senator Ranum:

The devastating effects of hurricane Katrina show us just how vulnerable aging and disabled citizens are to disasters.

In the aftermath of such devastation and human suffering, it is sure that many persons who were not disabled before the disaster struck find themselves disabled now, either temporarily or permanently, as a result of having lived through this event.

The Minnesota State Council on Disability, the Governor's Council on Developmental Disabilities, the Minnesota Commission Serving Deaf and Hard of Hearing People and the Minnesota Board on Aging are all partners in addressing concerns that face persons with disabilities and the frail elderly in the event of a disaster.

As a collaborative effort, we would like to offer the following observations:

1. As of October 23, 2005 the AP reports that 60% of persons who perished during the hurricane and ensuing flooding were persons with disabilities, frail elders or had chronic health conditions.
2. Current census data conservatively estimates that 20% of the total population has a disability.
3. The knowledge and capability to deliver disaster relief services to frail elderly and persons with disabilities is strained and in some places almost non-existent or at the very least, disproportionately inadequate. One Louisiana State official notes that in trying to find relief housing, 'accessible' dwellings were in effect non-existent immediately following the disaster.
4. Social networks and cultural nuance are critical to the success of evacuating, caring for and managing recovery efforts for persons with disabilities and the frail elderly during an emergency. Persons with disabilities and the frail elderly tend to have tight knit and small social networks that must be understood and can be useful to ensure survival and recovery before, during and after a disaster.

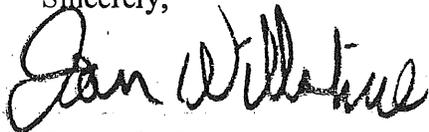
In light of these observations, we offer the following initiatives to better respond to the special needs of persons with disabilities and the frail elderly:

1. Develop a statewide three-digit dial information line so that all citizens can locate needed government services during a disaster or another time of need. 3-1-1 is reserved for this purpose and could be a gateway to Disability Linkage Line™ and the Senior LinkAge Line™. This three-digit number can provide a stable, easily recognizable resource for information.
2. The organizations signing this letter should have a place at the statewide emergency preparedness and response planning table so as to ensure the priority status of planning for these specific special needs populations.
3. These organizations, along with community partners, can become a technical resource to educate senior and disabled citizens in:
  - How to prepare for a disaster/emergency.
  - What to do during a disaster/emergency.
  - Personal responsibility during a disaster/emergency.
4. These organizations can support local municipal, county and state officials in aging and disability issues specifically related to disaster/emergency planning, preparedness and response.

These initiatives can be implemented by partnering with local stakeholders, emergency planners and responders to develop and deliver community based education in emergency planning and response to persons with disabilities and the frail elderly. These initiatives would build on the successes of the Deaf Community in integrating deaf citizens into emergency planning and response plans to include all disabled citizens and seniors.

Thank you for your time and consideration of these very important issues.

Sincerely,



Joan Willshire  
Executive Director  
Minnesota State Council on Disability



Mary Hartnett  
Executive Director  
Minnesota Commission Serving Deaf and  
Hard of Hearing People



Colleen Wieck  
Executive Director  
Minnesota Governor's Council  
on Developmental Disabilities



James G. Varpness  
Executive Director  
Minnesota Board on Aging

## Recommended Supplies to Include in a Basic Kit:

- Water** one gallon per person per day, for drinking and sanitation
- Food** at least a three-day supply of non-perishable food
- Battery-powered radio** and **extra batteries**
- Flashlight** and **extra batteries**
- First Aid kit**
- Whistle** to signal for help
- Filter mask** or cotton t-shirt, to help filter the air
- Moist towelettes** for sanitation
- Wrench or pliers** to turn off utilities
- Manual can opener** for food (if kit contains canned food)
- Plastic sheeting and duct tape** to shelter-in-place
- Garbage bags and plastic ties** for personal sanitation
- Unique family needs**, such as daily prescription medications, infant formula or diapers, and important family documents

This common sense framework is designed to launch a process of learning about citizen preparedness. For the most current information and recommendations, go online to [www.ready.gov](http://www.ready.gov).

Distributed in partnership with:



U.S. Department of Homeland Security  
Washington, DC 20528



**Preparing  
Makes Sense.  
Get Ready  
Now.**



**Homeland  
Security**

[www.ready.gov](http://www.ready.gov)

## Preparing Makes Sense.

The likelihood that you and your family will survive a house fire depends as much on having a working smoke detector and an exit strategy, as on a well-trained fire department. The same is true for surviving a terrorist attack or other emergency. We must have the tools and plans in place to make it on our own, at least for a period of time, no matter where we are when disaster strikes. Just like having a working smoke detector, preparing for the unexpected makes sense.

**Get ready now.**

### 1 Get a Kit of Emergency Supplies.

Be prepared to improvise and use what you have on hand to make it on your own for **at least three days**, maybe longer. While there are many things that might make you more comfortable, think first about fresh water, food and clean air.

**Consider two kits.** In one, put everything you will need to stay where you are and make it on your own. The other should be a lightweight, smaller version you can take with you if you have to go away.

You'll need a gallon of **water** per person per day for drinking and sanitation. Include in the kits a three day supply of non-perishable **foods** that are easy to store and prepare such as protein bars, dried fruit or canned foods. If you live in a cold weather climate, include **warm clothes** and a sleeping bag for each member of the family.

Some potential terrorist attacks could send tiny microscopic "junk" into the air. Many of these materials can only hurt you if they get into your body, so think about creating a barrier between yourself and any contamination. It's smart to have something for each member of the family that covers **their mouth and nose**, such as two to three layers of a cotton t-shirt, handkerchief or towel or **filter masks**, readily available in hardware stores. It is very important that the mask or other material fit your face snugly so that most of the air you breathe comes through the mask, not around it. Do whatever you can to make the best fit possible for children.

Also, include **duct tape and heavyweight garbage bags or plastic sheeting** that can be used to seal windows and doors if you need to create a barrier between yourself and any potential contamination outside.

### 2 Make a Plan For What You Will Do in an Emergency.

Plan in advance what you will do in an emergency. Be prepared to assess the situation. Use common sense and whatever you have on hand to take care of yourself and your loved ones.

**Develop a Family Communications Plan.** Your family may not be together when disaster strikes, so plan how you will contact one another and review what you will do in different situations. **Consider a plan where each family member calls, or e-mails, the same friend or relative in the event of an emergency.** It may be easier to make a long-distance phone call than to call across town, so an **out-of-town contact** may be in a better position to communicate among separated family members. Be sure each person knows the phone number and has coins or a prepaid phone card to call the emergency contact. You may have trouble getting through, or the phone system may be down altogether, but be patient.

Depending on your circumstances and the nature of the attack, the first important decision is whether you stay put or get away. You should understand and plan for both possibilities. Use common sense and the information you are learning here to determine if there is immediate danger. **Watch television and listen to the radio for official instructions as they become available.**

**Create a Plan to Shelter-in-Place.** There are circumstances when staying put and creating a barrier between yourself and potentially contaminated air outside, a process known as sheltering-in-place and sealing the room be a matter of survival. **If you see large amounts of debris in the air, or if local authorities say the air is badly contaminated, you may want to shelter-in-place and seal the room. Consider precutting plastic sheeting to seal windows, doors and air vents.** Each piece should be several inches larger than the space you want to cover so that you can duct tape it flat against the wall. Label each piece with the location of where it fits.

Use all available information to assess the situation. If you see large amounts of debris in the air, or if local authorities say the air is badly contaminated, you may want to shelter-in-place. Quickly bring your family and pets inside, lock doors, and close windows, air vents and fireplace dampers. Immediately turn off air conditioning, forced air heating systems, exhaust fans and clothes dryers. Take your emergency supplies and go into the room you have designated. Seal all windows, doors and vents. Understand that sealing the room is a temporary measure to create a barrier between you and contaminated air. Watch TV, listen to the radio or check the Internet for instructions.

**Create a Plan to Get Away.** Plan in advance how you will assemble your family and anticipate where you will go. **Choose several destinations in different directions** so you have

options in an emergency. If you have a car, keep at least a half tank of gas in it at all times. **Become familiar with alternate routes as well as other means of transportation** out of your area. If you do not have a car, plan how you will leave if you have to. **Take your emergency supply kit**, unless you have reason to believe it is contaminated and lock the door behind you. Take pets with you if you are told to evacuate, however, if you are going to a public shelter, keep in mind they may not be allowed inside. If you believe the air may be contaminated, drive with your windows and vents closed and keep the air conditioning and heater turned off. Listen to the radio for instructions.

**Know Emergency Plans at School and Work.** Think about the places where your family spends time: school, work and other places your family frequents. **Talk to your children's schools and your employer about emergency plans.** Find out how they will communicate with families during an emergency. If you are an employer, be sure you have an emergency preparedness plan. Review and practice it with your employees. A community working together during an emergency also makes sense. **Talk to your neighbors about how you can work together.**

### 3 Be Informed About What Might Happen.

Some of the things you can do to prepare for the unexpected, such as assembling a supply kit and developing a family communications plan, are the same for both a natural or man-made emergency. However there are significant differences among potential terrorist threats, such as biological, chemical, explosive, nuclear and radiological, which will impact the decisions you make and the actions you take. By beginning a process of learning about these specific threats, you are **preparing yourself** to react in an emergency. Go to [www.ready.gov](http://www.ready.gov) to learn more about potential terrorist threats and other emergencies or call 1-800-BE-READY (1-800-237-3239) for a free brochure.

**Be prepared** to adapt this information to your personal circumstances and make every effort to follow instructions received from authorities on the scene. With these simple preparations, you can be ready for the unexpected. **Get ready now.**

### 4 Get Involved in Preparing Your Community.

After preparing yourself and your family for possible emergencies, take the next step and get involved in preparing your community. Join **Citizen Corps**, which actively involves citizens in making our communities and our nation safer, stronger and better prepared. We all have a role to play in keeping our hometowns secure from emergencies of all kinds. Citizen Corps works hard to help people prepare, train and volunteer in their communities. Go to [www.citizencorps.gov](http://www.citizencorps.gov) for more information and to get involved.

# **Metro Evacuation Traffic Management Plan Fact Sheet**

## **PURPOSE AND BACKGROUND**

While many municipalities and counties have already developed evacuation plans; these plans frequently address only major city, county and interstate or state highway routes travelers should use. The Minnesota Department of Transportation (Mn/DOT) has taken the initial steps to develop this Evacuation Traffic Management Plan document.

The document focuses on coordinating existing local plans and minimizing the potential for congestion on interstates or major highways that could slow an evacuation and decrease safety for citizens during events that require multi-jurisdictional, coordinated evacuation. The intent was not to replace any plans that are already in place.

The plan addresses possible scenarios and impacts; identifies resources, actions, and roles; identifies routes for most timely evacuation; addresses traffic management strategies; and identifies information sharing and coordination.

The plan also increases knowledge of what each agency role is, in order to make coordinated and effective decisions during an evacuation and focus on ideas for increasing capacity on the current transportation infrastructure.

## **VISION, GOAL AND OBJECTIVE**

The Metro Evacuation Traffic Management Plan focuses on how to conduct an evacuation as quickly as possible and make the infrastructure secure. Following are the high-level vision, goal, and objective for completing this effort.

### ***Vision***

Safe and efficient evacuation of people in the event of an emergency to minimize loss of life and injuries.

### ***Goal***

Provide a safe, secure, and reliable transportation infrastructure.

### ***Objective***

Develop an Evacuation Plan for the Twin Cities Metropolitan Area highlighting transportation and traffic management.

## **STUDY AREA**

The study area for the development of the Evacuation Plan included the nine counties within the Twin Cities Metropolitan Area (Hennepin, Dakota, Ramsey, Washington, Scott, Anoka, Wright, Carver, and Chisago).

## **PLAN PROCESS**

The following information details the structural framework of the plan process for developing a Metro Evacuation Traffic Management Plan. This process included an overview on how regional emergencies begin and evolve, how they can be assessed, and strategies that can be used to deal with them.

The process of how this plan was developed included a great deal of interaction with stakeholders. These groups provided input on the following topics:

### ***Identifying Incident Event Condition Framework***

- Providing an overview of how major incidents affect the transportation infrastructure and how agencies can address these incidents during evacuation or emergency response.
- Categorizing level of incidents by severity and the affect on the transportation system
- Detailing the particular hazards and considerations for different types of incidents

### ***Developing Proactive Actions Categories***

- Examining strategies for dealing with incidents based on the severity level
- Describing response strategies as appropriate to the severity and transportation implications of the incident

### ***Developing a Regional Transportation Network***

- Providing an overview of the area transportation system, including different modalities
- Analyzing traffic management techniques including evacuation area staging, and managed release
- Analyzing routes for appropriate used in emergencies, both for evacuating citizens and for allowing emergency response resources access to the area
- Using a software tool developed by the University of Minnesota to identify recommended evacuation routes

### ***Developing Evacuation Strategies***

- Examining different strategies for evacuation action in inter-related areas of focus, such as road use, transit, communications, and emergency management

### ***Developing a Regional Coordination Strategy***

- Develop a strategy for coordinating response between different agencies and different modes.
- Developing a structure for how response should be carried out and how different entities interact with each other

## **STAKEHOLDERS**

The URS Team worked with Mn/DOT to develop a list of key stakeholders to be involved in the overall planning process.

Each stakeholder had varying levels of involvement depending on their specific jurisdictional location and overall knowledge of a regional approach to evacuation planning.

Some of the individuals were selected to form a Steering Committee to provide information, additional contacts, and review of the plan.

All of the key stakeholders identified in the subsequent section were invited to attend two Stakeholder Workshops held on April 4 and September 22, 2005.

A smaller subgroup was also selected and interviewed individually to gain a better understanding of their agency's role in a regional evacuation.

These stakeholders were drawn from a variety of groups including transportation agencies, non-transportation government agencies, private sector transportation providers, emergency responders, military, health care providers, and major employers.

### ***Key Stakeholders:***

#### **Federal, Other State**

Federal Highway Administration  
Wisconsin Department of Transportation

#### **Airports**

Metropolitan Airports Commission

#### **Businesses**

Minnesota Information Sharing and Analysis Center  
Minnesota Security Board

#### **Communications and Public Information**

Mn/DOT

#### **Dispatch/Radio Communications**

Mn/DOT – Electronic Communications  
Minnesota Department of Public Safety  
Mn/DOT – Maintenance Operations

#### **Education**

Minnesota Department of Education

#### **Emergency Management**

Anoka County Emergency Management  
Carver County Emergency Management  
Chisago County Emergency Management  
Dakota County Emergency Preparedness  
Scott County Sheriff – Emergency Management  
Hennepin County Emergency Preparedness

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Metropolitan Airports Commission

#### **Businesses**

Minnesota Information Sharing and Analysis Center  
Minnesota Security Board

#### **Communications and Public Information**

Mn/DOT

#### **Dispatch/Radio Communications**

Mn/DOT – Electronic Communications  
Minnesota Department of Public Safety  
Mn/DOT – Maintenance Operations

#### **Education**

Minnesota Department of Education

#### **Emergency Management**

Anoka County Emergency Management  
Carver County Emergency Management  
Chisago County Emergency Management  
Dakota County Emergency Preparedness  
Scott County Sheriff – Emergency Management  
Hennepin County Emergency Preparedness

***Key Stakeholders Continued***

Minneapolis Fire Department – Emergency Preparedness

Ramsey County Emergency Management and Homeland Security

St. Paul Fire and Safety Services –Emergency Preparedness

Washington County Emergency Management

Department of Public Safety (DPS) / Homeland Security & Emergency Management  
(HSEM)

Mn/DOT HSEM

**Fire**

Forest Lake Fire Department

**Health**

Minnesota Department of Health

**Hospitals**

Metropolitan Hospital Compact

**Human Services**

Minnesota Department of Human Services

**Law Enforcement**

Hennepin County Sheriff

Metro Transit Police Department

Minneapolis Police Department

Minnesota State Patrol

Ramsey County Sheriff's Office

St. Paul Police

**Maintenance and Operations**

Mn/DOT

**Military**

Marine Safety Office - St. Louis Planning Division

Minnesota National Guard

**Planning**

MetCouncil

**Public Works**

Wright County

City of Bloomington

Hennepin County

Mn/DOT

City of Minneapolis

Ramsey County

**Safety**

Mn/DOT

**Security**

Transportation Security Administration

**Transit**

Metro Mobility

Metro Transit

SouthWest Metro Transit

Minnesota Valley Transit

*Key Stakeholders Continued*

**Traffic**

City of Bloomington

City of Minneapolis

Mn/DOT

City of St. Paul

**Trucking**

Minnesota Trucking Association

**University**

University of Minnesota - Emergency Management

**Volunteer Organizations**

Minnesota Volunteer Organization active in Disaster

# Metro Evacuation Traffic Management Plan

## Executive Summary

The State of Minnesota was required to assess current emergency management programs, procedures and resources related to homeland security in a State Homeland Security Assessment and Strategy document. One of the findings was that a regional plan to deal with evacuations in the Twin Cities metropolitan area did not exist.

Subsequently, the Minnesota Department of Transportation (Mn/DOT) was tasked with developing a multi-jurisdictional, transportation related evacuation strategic plan to compliment the existing single-jurisdiction evacuation plans currently in place throughout cities within the Twin Cities metropolitan area. This new evacuation planning effort identified possible scenarios and their impacts, identified the available resources and tasked each with specific actions and roles, and identified routes that will be the main thoroughfares for a timely evacuation. Traffic management and modal strategies were melded with information and coordination practices to help emergency managers plan for large-scale incidents.

This executive summary highlights some of the key findings and recommendations for multi-jurisdictional evacuation planning. It is important to mention early in this document that the information presented should be used as a template during a real incident. Because of the unknown nature of the threats, incidents could take place at any location, making concrete plans unrealistic. Instead, the information presented within is to be used as a template – applied to the dynamic nature of any incident or threat. The following recommendations are made as some of the key findings from this evacuation planning effort.

### EVACUATION TEMPLATE

Attempting to create evacuation plans for every potential threat at every conceivable location is an impossible task. Instead, this evacuation plan focused on creating a template of evacuation and traffic management responses that can be applied to any incident. To illustrate how these roles and responsibilities would work and to gain a better understanding of the resources required, the evacuation template was applied to five higher risk locations throughout the Twin Cities metropolitan area, using hypothetical scenarios. The affected area or evacuation zone around each incident location was designated to be a one-mile radius. This footprint size came from an assessment by the Minnesota Army National Guard, 55th Civil Support Team (55th CST) based on scenarios provided by the U. S. Department of Homeland Security. From an emergency management perspective, getting people outside this one-mile radius addresses the immediate life safety concern so that provided the basis of the transportation planning.

During an evacuation, traffic control points must be established to secure the area. These control points will be staffed by law enforcement, fire department or public works/maintenance staff. The traffic control points, on both arterials and freeways, will ensure that motorists do not enter the affected area inadvertently. They also help facilitate people evacuating in vehicles or on foot by providing route guidance. As the incident progresses and resources are brought in, traffic control devices could be deployed for longer-term traffic control. Authorities will also help secure routes to hospitals and establish staging sites for incident response staff. These staging sites will supply provisions such as food, water, and supplies (fuel, etc.) for the ongoing response.

Walking and transit are key elements of this evacuation plan, especially from high-density urban areas such as central business districts. Due to the overwhelming demand on the transportation infrastructure during an urban evacuation, it is suggested that people within an evacuation zone leave on foot. These pedestrians would walk to transit pickup points within the safe zone where transit vehicles would take all evacuees to an Emergency Reception Center.

At these transit pickup points, law enforcement staff would be required to maintain an orderly flow of people onto transit vehicles and provide additional instructions to evacuees. All bus capacity would be fully utilized because all buses would be going to the same destination – regardless of the person's final destination such as home or a family member's house. Once at these safe locations, people could receive food and water while having access to restrooms and communications facilities to arrange a ride home. Depending on the available resources after the affected area has been evacuated, transit could be used to help shuttle people home.

## **Key Recommendations**

### **SOLIDIFY TRANSIT AVAILABILITY**

Ensuring that transit resources are able to aid in the response to an incident is very important because of transit's role in evacuations. It is suggested that the standing Minnesota Executive Order 04-04 be revised to include Metro Transit support services since they are funded by the State and report to the Governor. This would enable allocation of those resources to priority areas.

Arrangements should also extend to other public and private bus and transit providers. Formalizing agreements with school buses, private bus companies, and regional transit providers can provide additional resources to aid in a response. Formalized agreements for all support resources, including transit use and traffic control roles, will help ensure that these resources are available if the need arises. By establishing pre-arrangements with Metro Transit and other providers, all stakeholders will understand the role transit will play during an evacuation.

### **CONTRAFLOW OPERATIONS**

Contraflow – or reversing the direction of inbound lanes so all lanes flow out from an incident – was examined but is currently not recommended for implementation. The main reason for not pursuing this idea at this time is the relatively large time necessary to implement. A secondary consideration was whether it would improve overall evacuation time since vehicles leaving a dense urban area are restricted by the capacity of local road connections to the freeway. Current practices of using contraflow for evacuations center on hurricane evacuations. These evacuations are ordered days before the incident and have plenty of lead-time to initiate.

Most threats within the Twin Cities metro area occur without any warning. This eliminates the vital lead-time to change inbound lanes to outbound. Contraflow is not altogether ruled out however. With certain considerations given to future roadway designs and the addition of some technology, contraflow could become a reality for select corridors out of high-risk areas. Mn/DOT recently initiated a project looking at this strategy from a congestion management perspective and the outcome of that is pending.

### **INCIDENT RESPONSE – TRAFFIC ENGINEERING APPLICATIONS**

To reduce gridlock and encourage walking out of dense urban areas, one suggestion was to lockdown parking structures within those areas. This action is NOT recommended because of the potential liability and danger associated with this action. However other responses were suggested to deal with managing the evacuation.

It is important to utilize various support resources from Mn/DOT. This can include sending the Mn/DOT FIRST (Freeway Incident Response Safety Team) vehicles to direct traffic from the impacted area or help move stranded vehicles blocking lanes of traffic. Mn/DOT maintenance vehicles should also be deployed to assist in similar support roles.

New evacuation signal timing plans should be created by all agencies for implementation during multi-jurisdictional evacuations. These timing plans are a critical component that can keep vehicles throughput at a maximum while still allowing side street traffic occasional access. These timing plans must be coordinated throughout a corridor to ensure optimal performance.

Intelligent Transportation Systems (ITS) technology should be utilized to its fullest extent during an evacuation. ITS technology at Mn/DOT's Regional Traffic Management Center (RTMC) can send messages to motorists through its overhead Dynamic Message Signs at locations on freeways throughout the metropolitan area and view freeway operations through their Closed Circuit Television (CCTV) cameras. The 88.5FM radio station also has a direct link within the RTMC, which can help provide additional information over the airways. By continuing to enhance capabilities, hardening systems, and creating system redundancies, ITS can be a vital method of providing information to those people evacuating a major event.

### **WEB-BASED GEOSPATIAL TOOL**

Managing the vast amount of information required to oversee an evacuation is a difficult task. Establishing a web-based geospatial tool can help integrate a variety of regional transportation, health and human services and emergency management data sets and integrate them into a single management tool. This geospatial information can include plume and evacuation route modeling data, contact lists and available resources within the region, and evacuation planning maps and templates from this effort. This will allow for the creation of GIS maps for real-time analysis and decision-making during an evacuation.

This information cannot be limited to a select few. By hosting the software on a secure website and making redundant copies at various Emergency Operations Centers, this information would be available to emergency officials under a variety of circumstances. Proper computer and software tools and the resources to staff them must be made available to the correct officials. This can include information from the 55th CST model and the University of Minnesota evacuation model.

### **PUBLIC INFORMATION**

This plan reinforces the current plan to utilize the Joint Public Information Center (JPIC), located at the State Emergency Operations Center, as the lead in public information, during multiple jurisdiction evacuation events. It is critical that the message presented to the public is a unified message from all levels of government. From those in the field, to the high ranking officials, and from media press releases, the entire message from the government must convey the assurance that the government is able to respond to the situation. This message and confidence in the governmental capabilities will help minimize chaos and assure citizens that action is being taken to react to the situation.

This plan suggests that prescribed messages be created for use in public notification. Prescribed messages for use on emergency alert systems can speed up the notification process when notifying the public. These generic messages will be finalized at the time of the emergency and will allow for a more rapid response. Additional planning must take place to ensure that a language barrier does not exist for non-English speakers. Messages must be conveyed to these groups as well that an evacuation is taking place.

For some emergencies a staged evacuation may be possible. Calling for the evacuation of the immediate area and then slowly expanding the boundary for evacuation is one method that could allow for a staged release of people. This method is useful in attempting to keep the transportation infrastructure as free flowing as possible to minimize the delay and backup caused by a rush of people. Careful analysis must be made when implementing this method however. Public safety must not be compromised in this type of procedure.

A public awareness campaign should be developed similar to the current Severe and Winter Weather Awareness programs. This could include general information about how information would get to them, shelter in place as an option and walking and transit usage strategies.

Finally, if applicable, designating specific routes as evacuation routes may aid people in exiting certain areas. Because it is impossible to know where an incident will take place, providing people specific directions is not practical. However, designating some routes could be advantageous. These routes could be ones that have freeway overpasses or lead out of specific dense urban areas. The designation of these routes should only be utilized to inform people which routes do not dead end or end up at undesirable "island" destinations that may be cut off from other areas.



# DISASTER AID FOR ALL

*Collaboration • Readiness • Response*

Who are our most vulnerable citizens? Where is our Ninth Ward?

- **Total residents of the Twin Cities area: 3,074,100**
- **Total households in the Twin Cities area: 1,136,615**
- **Number of Minneapolis neighborhoods rated as “extreme poverty:” 12\***

## **The Elderly**

- Twin Cities residents age 60 or older: 412,100
- Residents age 80 or older: 88,300
- Households with one or more people age 60 or older: 257,027
- Single-person households, age 60 or older: 100,923
- Number of nursing homes within 50 miles of downtown Minneapolis: 110

## **The Disabled**

- Number of non-institutionalized residents with a physical disability: 152,000
- Number of residents with a mental disability: 107,935

## **The Poor**

- Twin Cities households living at or below poverty level: 153,565
- Households earning less than \$15,000/year: 104,826
- Households earning less than \$30,000/year: 270,092
- Households without any access to a motor vehicle: 91,562
- Number of Twin Cities residents who speak English “not well:” 48,537
- Number of Twin Cities residents who speak no English: 14,085

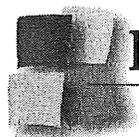
## **The Homeless**

- Number of citizens homeless in the Twin Cities each night: 5,172
- Number of children included: almost 2,000
- Percentage on a waiting list for housing: 40%
- Average wait for housing: 10 months
- Percentage of Twin Cities homeless who are employed: 30%
- Percentage of homeless with a serious mental illness: 47%

Demographic statistics provided by State of Minnesota census data

Homeless statistics provided by The Wilder Foundation

\* Rating provided by The Brookings Institute



# DISASTER AID FOR ALL

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## Emergency health care in 'serious condition' System in poor capacity to deal with public health disasters, analysis finds

The Associated Press  
Updated: 7:34 p.m. ET Jan. 10, 2006

WASHINGTON - The nation's emergency care system itself is ailing, warns a new health care analysis.

"The emergency health care system's in serious condition. We have a safety net for health care that is frayed," said Dr. Stephen Epstein, an emergency care physician at Beth Israel Deaconess Medical Center in Boston.

Epstein was a member of the American College of Emergency Physicians task force that studied the nation's emergency care. Their report is being released Tuesday.

The panel found a system that is overcrowded, with access to emergency care declining and with poor capacity to deal with public health or terrorist disasters.

"Americans assume they will receive lifesaving emergency care when and where they need it, but increasingly that isn't the case," said Dr. Frederick C. Blum, president of the physicians group.

Overall, California, Massachusetts, Connecticut and the District of Columbia were rated best in emergency care, while the lowest grades went to Utah, Idaho and Arkansas.

The number of emergency departments has declined by 14 percent since 1993 despite an increasing number of people coming to them for treatment, the report said.

Hurricane Katrina showed the critical need for surge capacity in emergency medical care when a disaster occurs, the report noted. In addition, every year people suffering from flu crowd emergency rooms.

The compact District of Columbia, which includes several emergency care centers, ranked first for access to emergency care, along with Connecticut, Maine, Massachusetts, Ohio, Pennsylvania and Rhode Island. No state received a failing mark for access.

Even so, emergency care is one thing and getting a specialist in an emergency may be something else, Epstein noted.

He recalled an incident in which a Massachusetts 8-year-old was hurt in a sledding accident. The emergency physician concluded that

the child needed a neurosurgeon, but none was available in that part of the state that day.

The child had to be transported, during a snowstorm, to a Connecticut hospital for treatment.

Emergency patients tend to be sicker and more unstable than others, causing some specialists to be reluctant to see them because of the higher liability and higher malpractice insurance rates, Epstein said.

The result is that some specialists, like neurosurgeons, leave certain states or refuse to provide emergency care.

In addition to access to emergency care the report also looked at quality of care, efforts to prevent injuries and improve public health so emergency care wouldn't be needed and the medical liability climate in states, such as caps on non-economic damage awards and protection for physicians who provide emergency care.

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Emergency Health Care in "Serious Condition"  
Minnesota's Grade  
The Associated Press  
January 10, 2006

Overall: C+  
Access: B+  
Quality/Patient Safety: C+  
Public Health/Safety: C  
Medical Liability: D-

Minnesota compared with the nation: Minnesota ranked 20th in the nation and received an average grade of a C+ overall for its support of an emergency care system to meet the needs of its residents. The state ranked first in the nation for having the lowest rates of uninsured residents. Minnesota's good grade in Access to Emergency Care was offset by average to poor grades for the other categories.

Problems: Minnesota ranked low in:

- Board-certified emergency physicians per 100,000 people (35th)
- Annual payments per fee-for-service enrollee in Medicare (44th)
- **Substance abuse clients in specialty treatment units (49th)**

While Minnesota ranked 37th in the nation for trauma centers per 1 million people, the state in July 2005 passed legislation enacting a statewide trauma care system, which will greatly help improve the state's grade in the next report card.

Minnesota's poor grade for its Medical Liability Environment was due to the lack of any cap on non-economic damages in medical liability lawsuits. Besides its joint liability reform and collateral source reform, Minnesota failed to pass significant medical liability reforms. Emergency physicians in Minnesota say they have experienced insurance rate hikes between 25 to 200 percent from 2001-2004, noting they have had great difficulty in securing coverage by any insurance company in the state.

Good news: Minnesota ranked 1st in the nation for its low rate of uninsured residents, bolstering its grade in Access to Emergency Care. It also ranked high in:

- Emergency medicine residents per 1 million people (15th)
- Emergency medicine residency programs (16th)
- Percentage of adults aged 65 and older who received a flu vaccine in the last 12 months (1st)
- Percentage of adults aged 65 and older who have ever received a pneumococcal vaccine (3rd)

Recommendations: Minnesota needs to attract more board-certified emergency physicians and build more trauma centers. The state would improve its Medical Liability Environment by imposing a \$250,000 cap on non-economic damages in medical liability lawsuits.