DEPARTMENT OF CORRECTIONS

Policy Number:	**301.180**
Title:	**Terrorist Incident Response - Facilities**
Effective Date:	**7/17/18**

PURPOSE: To ensure appropriate response and agency notification in the event of an on-site terrorist incident involving biological, chemical, radiological, or explosive agents.

APPLICABILITY: All correctional facilities

DIRECTIVE: The deputy commissioners must ensure immediate notification of all department offices and facilities in the event of a terrorist threat against the department, facility, or an office. In the event of an on-site terrorist threat or incident potentially involving biological or chemical agents, radioactive materials, or explosive devices, department staff must respond according to incident command system (ICS) principles and these procedures. Department staff must coordinate with arriving community emergency responders. Incident reports must be written according to DOC Policy 300.300, "Incident Reports," and retained at the facility of the incident.

DEFINITIONS:

Biological agents – any microorganism or infectious substance, or any naturally-occurring, bioengineered or synthesized component of any such microorganism or infectious substance capable of causing death, disease, or other biological malfunction in a human, an animal, a plant, or another living organism, deterioration of food, water, equipment, supplies, or material of any kind; or deleterious alteration of the environment.

Chemical agents – substances intended to kill, seriously injure, or incapacitate people through physiological effects. Chemical agents include nerve agents, blister agents, and toxic industrial materials. Chemical agents can be in any form (e.g., gas, liquid, powder, etc.).

Community emergency responders – community law enforcement and public safety agencies and emergency management services such as police departments, sheriff's departments, State Emergency Response Teams, Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, and Firearms, military units, etc.

Decontamination – process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the hazardous material.

Explosive device – device incorporating destructive, noxious, lethal, or incendiary chemicals intended to destroy, disfigure, distract or harass.

Hazardous materials – explosive, flammable, combustible, corrosive, oxidizing, toxic, infectious, or radioactive materials that, when released in sufficient quantities, put some portion of the general public in immediate danger from exposure, contact, inhalation, or ingestion.

Radioactive materials – materials which emit, by spontaneous nuclear disintegration, corpuscular or electromagnetic emanations.

Shelter in place – the action of seeking immediate shelter indoors following the announcement of an emergency situation. This may occur when a person is not able to evacuate due to a disability, injury, or other factor. This also may occur when a hostile situation is in progress and staff should remain in their immediate locations, using available cover and/or concealment to shield themselves from the view of an armed intruder or active shooter.

Terrorism – acts dangerous to human life that violate federal or state law; acts that appear intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Weapons of mass destruction (WMD) – weapons or devices that are intended, or have the capability, to cause death or serious bodily injury to a significant number of people, through the release, dissemination, or impact of toxic poisonous chemicals; disease organisms; or radiation or radioactivity.

PROCEDURES:

A. Threats received in the mail or by telephone

1. Threats received in the mail

a) Facility staff who handle incoming mail must be alert to letters containing threats against staff, the department, or the facility.

b) Any staff discovering a threatening letter must:

(1) Immediately notify the watch commander;
(2) If the letter contains potentially suspicious or dangerous materials, refer to Section B, below;
(3) Place the threatening letter in a zip-lock type bag or an evidence bag, if available;
(4) Deliver the original letter to the watch commander; and
(5) Submit a detailed incident report to the watch commander.
(6) Reports are retained at the facility of the incident.

2. Telephone threats

a) Facility staff handling incoming telephone calls must be prepared to obtain as much information as possible from threatening callers, including:

(1) What is the nature of the threat? (E.g., explosive, chemical, biological, or radioactive);
(2) What is the source of the threat? (E.g., abandoned package, hazardous material, airborne, water supply, or food supply);
(3) What does the hazardous item look like and where is it located?
(4) What may cause the threat to take effect? (E.g., what would set off the explosive);
(5) Is the caller personally responsible for the threat?
(6) What is the purpose of the threat?
(7) What is the caller's:

(a) Name;
(b) Address and phone number;
(c) Sex, age, race;
(d) Voice, tone, emotional/mental state;
(e) Accent, language, slang, distinctive words used;
(f) Background noises giving clues to caller's location; and
(g) Length of call.

b) Upon receiving a threatening phone call, staff must:
   (1) Not hang up;
   (2) Make note of the caller's identification, if available; and
   (3) Leave the phone off the hook as this may help law enforcement trace the call.

c) If a threatening voicemail is received, staff must not delete the message.

d) Staff must immediately provide all noted information to the watch commander.
   (1) Staff must follow up with a detailed incident report to the watch commander.
   (2) Reports are retained at the facility of the incident.

3. Upon learning of a threat, the watch commander/incident commander must:
   a) Determine the target of threat (e.g., personnel or building);

   b) Assess the nature of the threat (e.g., explosive, chemical, biological, or radioactive);

   c) Determine the source of the threat (e.g., abandoned package, hazardous material, airborne (ventilation system), or water supply). If possible, determine the location and appearance of the hazardous item;

   d) Initiate the ICS, assuming command of the incident until command is transferred. Assess the immediacy of the threat:
      (1) Determine whether immediate evacuation is appropriate; and
      (2) Call 911 to report the incident;

   e) Secure the entire facility and grounds.
      (1) Deny entry or exit to anyone without proper authorization.
      (2) Post officers at the community emergency response entry to identify all responders;

   f) Notify:
      (1) Safety administrator;
      (2) Warden/superintendent, facility officer of the day and facility captain;
      (3) Other managers designated by the warden/superintendent;
      (4) Office of special investigation (OSI) investigator; and
      (5) Assistant commissioner of facility services;

   g) Coordinate with community emergency responders to locate and remove the suspicious item and decontaminate the area if needed. If requested by the emergency responders, assign staff to assist/escort responders in searching the office premises;

   h) If appropriate, coordinate with human resources staff for post-exposure evaluation of employees and complete related employee injury paperwork; and

i) Document actions taken in the watch commander's log/captain's report, as well as an incident report, as necessary. All watch commander's logs/captain's reports must be retained at the facility of the incident. Incident reports must be written according to DOC Policy 300.300, "Incident Reports," and retained at the facility of the incident.

B. Suspicious incoming mail and packages

1. Facility staff handling incoming mail and packages must wear disposable gloves and other personal protective equipment (PPE) deemed appropriate by the employee or the supervisor. Gloves must be worn when handling mail and packages and then removed and hands washed before proceeding to other tasks or handling equipment.

2. Facility mail rooms and commissaries must have the following supplies available for response in the event of a suspected biological incident:
   a) Single use, disposable gloves;

   b) National Institute for Occupational Safety and Health (NIOSH) approved filtering face piece with minimum filtering efficiency of N-95;

   c) Safety glasses or face shield;

   d) Disposable body suits or clothing and shoe covers;

   e) Large clear zipper/re-sealable plastic bags;

   f) Red biohazard waste bags;

   g) Clear garbage-size bags for clothing and other personal belongings; and

   h) Biohazard stickers.

3. All mail must be carefully inspected by staff before being opened. Staff must not open any item appearing suspicious, including:
   a) Powdery substance, oily stains, discolorations, residue, or crystallization on the outside of the envelope or package;

   b) Excessive wrapping, tape, or string;

   c) Rigid, uneven, irregular, or lopsided package;

   d) Packages with soft spots, bulges, or excessive weight; and

   e) Packages with protruding wires or aluminum foil.

4. If an item meets above criteria, the discovering staff person must:
   a) Alert other staff in the area, making note of who is present;

   b) Not shake or empty the contents of the suspect envelope or package;

   c) Isolate the item and do not let others handle it; and

d) Follow procedures outlined below, depending on the nature of the item.

5. Unopened suspect mail or package – the discovering staff must:
   a) Not open the item;

   b) Put on a particulate respirator and gloves; if deemed necessary, put on biohazard suit;

   c) Evacuate the room and lock the door;

   d) Wash hands thoroughly with soap and water; and

   e) Notify the watch commander.

6. Opened suspect mail containing threats but no substance - the discovering staff must:
   a) Notify the watch commander;

   b) Place the item in a clear zipper/re-sealable plastic bag inside another clear bag; and

   c) Wash hands thoroughly with soap and water.

7. Opened suspect mail with some type of substance – the discovering staff must:
   a) Activate the incident command system (ICS);

   b) Not attempt to clean up any spilled substance;

   c) Isolate the area and not let others enter;

   d) Put on a particulate respirator and gloves; if deemed necessary, put on biohazard suit;

   e) Cover the item with anything readily available (e.g., paper or a trash can);

   f) Turn off any fans in the room;

   g) Evacuate the room and lock the door;

   h) Wash hands thoroughly with soap and water;

   i) If substance contacts anyone, follow decontamination procedures;

   j) Potentially contaminated clothing that must be washed and worn again if no biohazard is found must be placed in clear garbage bags and labeled. Contaminated PPE and other disposable items must be placed in red biohazard bags; and

   k) Personal belongings in the area (e.g., purse or coat) that may be contaminated must not be removed from the area. Place these items in clear bags, affix biohazard stickers, and leave in the area until cleared by community emergency responders.

8. Packages suspected to contain explosive or radioactive materials - the discovering staff must:
   a) Not open the package;

   b) Evacuate the immediate area; and

   c) Notify the watch commander.

9. Watch commander/incident commander must:
   a) Initiate ICS, assuming command of the incident until command is transferred;

   b) Evacuate and secure the location containing the suspicious item. Post an officer outside the area in a safe location to keep anyone but community emergency responders from entering;

   c) Notify plant operations staff to shut off any ventilation to the potentially contaminated area.

   d) If danger is imminent, call 911. If danger is not imminent, notify the local law enforcement agency at the non-emergency number;

   e) Compile a list of all persons in contact with suspicious item;

   f) Notify:
      (1) Safety administrator;
      (2) Warden/superintendent, facility officer of the day, and facility captain;
      (3) Other managers designated by the warden/superintendent; and
      (4) OSI investigator;

   g) Coordinate with community emergency responders to remove the suspicious item and decontaminate the area if needed;

   h) If appropriate, coordinate with human resources staff for post-exposure evaluation of employees and completion of related employee injury paperwork; and

   i) Document actions in the watch commander's log/captain's report, as well as an incident report, as necessary. All watch commander's logs/captain's reports must be retained at the facility of the incident.

C. Suspicious items/vehicles discovered on premises
1. Staff must be alert to suspicious items on facility grounds, paying special attention to areas accessible to the public and items that seem out of place, such as unattended briefcases, backpacks, abandoned parcels, and suspicious vehicles.

2. Staff must not approach a suspicious item or vehicle.
   a) Staff must attempt to quickly determine if there is an explanation for the item's presence by asking other staff or authorized visitors in the area.

   b) If the person responsible for the suspicious item or vehicle cannot be located after a reasonable effort, staff must notify the watch commander.

3. If a threat has been received by the department or facility and a suspicious item or vehicle is discovered, staff must immediately:
   a) Notify the watch commander and request assistance to evacuate;

   b) Evacuate the area; and

   c) Prevent others from entering the area.

4. Watch commander/incident commander responsibilities
   a) If a suspicious item or vehicle remains unexplained but no threat has been made against the department or facility, the watch commander/incident commander must:
      (1) Evacuate and secure the area;
      (2) Notify the local law enforcement agency at the non-emergency number;
      (3) Notify the facility OSI investigator; and
      (4) Document actions in the watch commander's log/captain's report, as well as write an incident report, as necessary. The record is to include information from the mail/package including the sender's name, address, postmark, and a general description of the item(s) sent. All watch commander's logs/captain's reports must be retained at the facility of the incident.

   b) If a threat has been made against the department or facility and a suspicious item or vehicle is present, the watch commander/incident commander must:
      (1) Initiate ICS, assuming command until command is transferred. Immediately evacuate and secure the affected area;
      (2) Call 911 to summon the local community emergency responders;
      (3) If threat indicates chemical or biological agents may be present, community emergency responders must provide the first response. Staff must not enter the area without proper PPE, (consult with facility safety administrator) including;
      (4) Ensure A-team responders only enter the area if required to assist with evacuation or provide security for community emergency responders and they must be wearing appropriate PPE;
      (5) Notify plant operations staff to shut off any ventilation to the potentially contaminated area, if applicable;
      (6) Secure the entire facility and grounds. Deny entry or exit to anyone without proper authorization and identification. Post officers at the community emergency response entry point to identify all responders;
      (7) Compile a list of all persons in contact with suspicious item;
      (8) Notify:
         (a) Safety administrator;
         (b) Warden/superintendent, facility officer of the day, and facility captain;
         (c) Other managers designated by the warden/superintendent; and
         (d) OSI investigator;
      (9) Coordinate with community emergency responders to remove the suspicious item and decontaminate the area if needed;
      (10) If appropriate, coordinate with human resources staff for post-exposure evaluation of employees and completion of related employee injury paperwork; and

(11) Document actions in the watch commander's log/captain's report, as well as an incident report, as necessary. All watch commander's logs/captain's reports must be retained at the facility of the incident.

D. Additional notifications

1. For any incident suspected to involve a terrorist act, the watch commander must notify the area law enforcement agency and the Minnesota duty officer at (651) 649-5451 (metro area) or (800) 422-0798 (greater Minnesota).

2. For suspicious/contaminated letters/packages received via US Mail, mailroom staff must notify OSI who must notify the US Postal Inspection Service at (877) 876-2455.

3. For suspected explosive devices, the watch commander must notify the area law enforcement agency and the Minnesota duty officer at (651) 649-5451 (metro area) or (800) 422-0798 (greater Minnesota).

4. For packages/items suspected of containing radioactive materials, the watch commander must notify the area law enforcement agency and the Minnesota duty officer at (651) 649-5451 (metro area) or (800) 422-0798 (greater Minnesota).

5. In the event of staff fatality, or an event causing one or more employees' hospitalization, the safety director must notify Minnesota Occupational Safety and Health Administration (OSHA) at (651) 284-5050 or (800) 470-6742 within 8 hours of the occurrence. After normal business hours, notify the federal OSHA at (800) 321-6742.

E. Potential terrorist incident response

1. Staff must always be alert to the possibility of multiple incidents, traps, or additional explosives intended to harm emergency responders.

2. If an aerosol-generating device is used, staff must not enter the area.

3. In order to minimize exposure to the hazardous item/substance, staff must maintain maximum distance and use available cover.

4. The size of an isolation zone depends on factors such as the nature of the hazard, wind direction, and building ventilation routes, as determined by the community emergency responder incident commander.

5. Evacuation considerations

a) For effective evacuation there must be sufficient time for staff notification, preparation, and movement.

b) If there is insufficient time to evacuate, see Procedure E.6, "sheltering in place."

c) Priority for evacuation is given to individuals nearest the hazard area and those individuals outdoors in direct view of the hazard area. As additional assistance arrives, individuals in areas that are downwind and crosswind of the outdoor hazard area are evacuated.

d) Evacuees must be sent to a specific place, using a specific route, and far enough away so that they do not have to evacuate again. Decontamination considerations may also impact the evacuation location.

e) Potentially contaminated individuals must be isolated and decontaminated as soon as possible.

6. Sheltering in place considerations

a) When there is insufficient time to evacuate, or when safe evacuation is impossible, staff must shelter in place.

b) Staff must <u>not</u> shelter in place if:

(1) Flammable vapors are present;
(2) It may take an extended time to clear the area of a hazardous gas; or
(3) The building cannot be closed tightly.

c) When sheltering in place, staff must remain indoors, close all doors and windows, and shut off all ventilating, heating, and cooling systems. Staff must stay away from windows if danger of fire or explosion is present.

d) If sheltering in a building is not possible, staff may shelter in place using vehicles with windows closed and ventilation systems shut off.

e) Staff who shelter in place must have a means of outside communication.

F. Identifying the nature of a terrorist incident

Staff must work with outside emergency responders to assess any hazard before responding to an affected area, determining whether the incident is chemical/biological/radiological/explosive in nature.

1. Biological and chemical agents may be dispersed through the air, water, or by physical contact.

2. Identifying chemical incidents

a) Chemical incidents are characterized by rapid onset (minutes to hours) of medical symptoms.

b) Chemical incidents are also indicated by:

(1) Colored residue;
(2) An unexplained odor out of character with the surroundings, such as:
(a) Fruity/flowery;
(b) Sharp/pungent - garlic/horseradish;
(c) Bitter almonds/peach kernels; or
(d) New-mown hay;
(3) Dead plants, insects, or animals, especially in large amounts;
(4) Unusual numbers of sick/dying individuals with nausea, disorientation, breathing difficulty, convulsions, localized sweating, reddening eyes (nerve agent symptom), or reddening of the skin (blister agent symptom);
(5) A casualty pattern downwind of the suspicious item, or near the air ventilation system;

(6) Individuals with unexplained water-like blisters, welts (bee stings), or rashes;
(7) Surfaces or water exhibiting oily droplets/film;
(8) Low-lying cloud/fog not consistent with surroundings; or
(9) Unexplained debris, munitions-like material, or sprayers, especially if containing a liquid.

3. Identifying a biological incident
   a) Biological weapons may expose individuals to odorless/colorless bacteria, viruses, or toxins as fine airborne particles through inhalation, ingestion, or contact with mucous membranes of eyes and nose, or with open skin cuts/abrasions. Indicators include:
      (1) Dead or dying animals or individuals;
      (2) Unscheduled or unusual spray being disseminated, especially at night; or
      (3) Abandoned spray devices.

   b) Biological incidents are characterized by the onset of physical symptoms in hours to days, resulting in a greater potential contamination area.

4. Identifying a radiological incident
   a) A radiological hazard is difficult to identify without special detection equipment.

   b) Radiation sickness may occur within hours to days following exposure, and include nausea, fatigue, vomiting, diarrhea, hair loss, hemorrhages, infections, or death.

G. Decontamination procedures
1. Decontamination area
   a) If chemical agents are suspected, staff must leave the contaminated area immediately and begin the decontamination process in a safe location.

   b) For suspected powdered biological agents, the initial stage of decontamination takes place at the location of the potential exposure.

   c) The decontamination area must be a safe distance from the hazard area, but close enough for potentially contaminated individuals to reach.

   d) The route between hazard area and decontamination area must be isolated and secured.

   e) Arriving community emergency responders may designate new/expanded decontamination areas.

2. Decontamination of individuals
   a) If chemical agents are suspected, decontamination is an emergency and must begin within two minutes.

   b) The decontamination process may begin at the facility or staff may be taken to the nearest decontamination site, usually a hospital or fire department.

c) If starting the process at a facility, staff must carefully remove all outer clothing, double-bag the clothing in yellow biohazard bags, and leave the bags in the contaminated area.

d) Staff must remove gloves and double-bag them in a red biohazard bags and leave the bag in the contaminated area.

e) Staff must put on coveralls or other clean clothing for travel to the decontamination area.

f) Staff must carefully wash with lots of soap and water, using a brush. Then they must double-bag all PPE and coveralls in a red biohazard bag, and finally don fresh clothing.

g) Staff must complete their decontamination process at a local decontamination site if the contamination method is chemical, biological, or radiological.

3. Decontamination of equipment
Staff must consult with the safety administrator or local emergency management staff for decontamination procedures/equipment as decontamination varies based on the contaminant element involved in the exposure.

INTERNAL CONTROLS:

A. All incident reports and watch commander's logs/captain's reports, with the incident documentation, are retained at the facility of the incident**.**

ACA STANDARDS: 4-4530

REFERENCES:
Minn. Stat. § 241.01, subd. 3a
Policy 301.160, "Emergency Plans"
Policy 301.165, "Armed Intruder and Active Shooter"
Instruction 301.160FS, "Field Office Emergency Plan"
Policy 301.140, "Incident Command System."
Policy 300.300, "Incident Reports"
State and Local Guide for All-Hazard Emergency Operations Planning, FEMA.

REPLACES: Policy 301.180, "Terrorist Incident Response – Facilities," 4/3/18.
All facility policies, memos, or other communications whether verbal, written, or transmitted by electronic means, regarding this topic.

ATTACHMENTS: Suspicious Mail Handling Checklist – Faribault (301.180A)
Suspicious Mail Procedures – Red Wing (301.180B)

APPROVALS:
Deputy Commissioner, Facility Services
Deputy Commissioner, Community Services
Assistant Commissioner, Facility Services
Assistant Commissioner, Operations Support