

Poweshiek County Emergency Management

Base Recovery Plan



2024

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Foreword

The Poweshiek County Disaster Recovery Plan is a comprehensive, all-hazard plan that establishes a comprehensive framework for managing recovery efforts within the county. This plan assigns roles and responsibilities to departments and agencies.

This document is a result of the collaborative efforts between the Poweshiek County Emergency Management Agency, and many other municipal and county departments and agencies that have assigned emergency roles and responsibilities following a disaster. The final plan incorporates comments and suggestions received from a variety of stakeholders that provide critical support to the County and its municipalities during times of disaster. This plan fulfills Poweshiek County's commitment to maintain readiness capabilities for all phases of emergency management, and thus to be able to respond to, and recover from, disasters or large scale emergencies. It also incorporates the National Incident Management System (NIMS) and Incident Command System (ICS) as the county standard for emergency response operations, as adopted by Poweshiek County.

Authorized by Chapter 29C of the Iowa Code this plan establishes the overall roles and responsibilities for emergency recovery operations, as well as the concept of operations for the County. It is intended to be used in conjunction with established operational procedures, plans, and protocols. This plan establishes the framework for an effective system to ensure resilient recovery from emergencies and disasters.

Although this plan was written for Poweshiek County Government, it is encouraged that other agencies and levels of government within Poweshiek County adapt it for their own needs, or adopt it for their use. In either case, it is important that recovery plans be coordinated between agencies, to mitigate any conflicting actions and to avoid duplication of efforts. This plan is structured to parallel state and federal activities outlined in the *State of Iowa Disaster Recovery Plan* and the *National Disaster Recovery Framework*.

Users of this document are encouraged to recommend changes that will improve the clarity and use of this plan.

Questions or comments concerning this document should be directed to:

Poweshiek County Emergency Management Agency
4802 Barnes City Rd
Montezuma, IA 50171
(641) 623-4357

Plan Adoption and Administrative Management Process

This plan is developed to meet the requirements identified in Iowa Code 29C.9.8 and 29C.10.1 and further clarified in IAC 605, Chapter 7.3(4)d and 7.4(1).

The Poweshiek County Emergency Management Agency coordinates the review, revision, exercise, and adoption of this plan with interested stakeholders. This plan is updated and re-adopted at least every 5 years as required by statute and reviewed and approved by the Iowa Department of Homeland Security and Emergency Management.

This plan as a whole or in part may be implemented as a result of disasters or emergency events. Poweshiek County conducts routine exercises of varying size and scope to test its plans and revise those plans and make improvements to county operations during “blue sky” times to become more prepared to respond during disaster or emergency events. Any updates or revisions of any plans are reviewed and adopted by the Poweshiek County Emergency Management Commission as defined in Iowa Code 29C.9.8.

Poweshiek County Emergency Management will upon adoption of this plan and any of the annexes disseminate or make available the plans to all primary and support agencies listed in the plan and within each annex.

This plan is reviewed annually and minor updates made as necessary to keep the plan current with updated/current personnel, positions, titles, and contact information.

This plan is available to the public, although certain protected information is redacted from the public copy.

Poweshiek County Emergency Management Commission

Plan Adoption Document

2024

We hereby certify that the attached/enclosed plans, portions of plans or Recovery Support Functions (RSF) to the Poweshiek County Comprehensive Recovery Plan have been approved and adopted by the members of the county Emergency Management Commission on this the 24th day in the month of July in the year 2024. This plan shall become part of the county recovery and Comprehensive Plan once adopted.

Plans or RSFs Adopted:

RSF Base Plan

Dawn Hamilton
Chairperson, Emergency Management Commission

7/24/24
Date

Dawn Hamilton
Chairperson, EMC-Printed

Brian Paul
Coordinator, Emergency Management Agency

7/24/24
Date

Brian Paul
Coordinator, EMA-Printed

Record of Changes

Updates to the Base Recovery Plan are documented in the table below.

REV #	DATE	NAME OF RECORDER	SECTION(S) CHANGED	DISTRIBUTION (Full/Ltd/No)*

Introduction

When activated, this plan is used by Poweshiek County jurisdictions, agencies and organizations to obtain full and efficient use of resources, organizations, and systems in the recovery process from disasters or emergencies that have occurred in Poweshiek County.

Use of this plan can lead to the development of a Recovery Strategy as an activity during short-term recovery and adjusted as needed as activities occur and/or the situation changes. The details for the Recovery Strategy are detailed later in this plan. The strategy is intended to ensure that all aspects of recovery are identified and the objectives for each Recovery Support Function (RSF) are in support of the overall Recovery Strategy. This strategy should include the recovery goals and which resources are needed to achieve those goals. By using the RSF concept, agencies and organizations should come together and determine what goals, objectives, processes and resources are required to support the overall community recovery goals.

When identifying the goals and objectives, any required external resources needed can be requested by the Recovery Group to the Poweshiek County Emergency Management Agency, who will request those resources from either Poweshiek County, or to the state through the Iowa Department of Homeland Security and Emergency Management.

Purpose

Why are we writing this plan?

The purpose of the Poweshiek County Disaster Recovery Plan is to accomplish the following objectives:

- Establish a flexible, scalable structure for managing local disaster recovery.
- Communicate the roles and responsibilities of the agencies and organizations in the disaster recovery process.
- Facilitate communication of recovery priorities for all impacted communities.
- Incorporation of critical mitigation, resilience, sustainability, and accessibility building measures into recovery planning efforts and activities.

Scope

What does this plan cover?

This is an all-hazards plan designed to address recovery efforts for natural and human caused emergencies and disasters within Poweshiek County. When an emergency or disaster impacts one or more parts of the county, the Recovery Plan will be

implemented on the recommendation of the Poweshiek County Emergency Management Agency and local elected officials.

This plan is scalable based on the incident and guides recovery operations and supports the recovery agencies, local governments, and other public, nonprofit/volunteer, and private sector entities. This plan works in collaboration with the Response Group's efforts immediately following the disaster or emergency.

Vision

The Poweshiek County Recovery Plan provides the functional framework for restoring Poweshiek County and impacted communities to their pre-disaster capacity with increased resiliency.

Goals

The following are post disaster operational goals intended to guide the leadership, coordination, and implementation of recovery measures.

Goal	Description
Provide Effective Command and Coordination	The Recovery Plan will guide the establishment and continuity of coordinated, effective, flexible, scalable, and responsive command and coordination. An organized transition of command structures from response to recovery will allow emergency management functions to evolve smoothly and for recovery work to begin even while the basic lifesaving, incident stabilization, and immediate property protection issues are still being addressed. During recovery, the expertise of planner, engineers, and financial professionals in fields such as land use, economic development, transportation, capital projects, and others will become increasingly important and the roles of first responders revert back to their day-to-day functions.
Maximize Funding Opportunities	Recovery leadership will work to leverage state and federal recovery technical and financial assistance, as well as identify and pursue additional sources of recovery funding and financing.
Communicate Effectively	The County will strive to communicate useful, practical, relevant, accurate, and timely information regarding services and resources to impacted

	communities and residents. Public communication should be coordinated with local jurisdictions and with State and Federal governments through a Joint Information Center (JIC) when established.
Promote Mitigation and Foster Reliant Redevelopment and Construction	The County and local jurisdictions will use education, incentives, and regulation to reduce community vulnerability to various hazards by fostering more resilient land use patterns and building practices while deferring to existing plans such as EOP's and Hazard Mitigation Plans and leveraging existing programs.
Maintain and Enhance the County's Economic Base	Maintenance and/or restoration of the economic base is vital to the local economic health. This focus includes business continuity, maintenance of business-critical infrastructure systems, supply chains, and social services, and proactive business, recruitment and retention strategies, new expertise, and new opportunities. Efforts will extend beyond the economic sector involving "catalyst" projects designed to advance social, environmental, cultural, and economic recovery goals. Businesses and employers will have varying levels of operational capability after a disaster. Concerted efforts will be made by local leadership to retain core businesses and to support their recovery. After a disaster, the local and County governments will support area businesses by clearing obstacles to recovery, including assisting in facilitating staffing, supporting relocation if needed, and helping to resolve supply-chain issues. The private sector will play a critical role in maintaining public confidence after a disaster. When the private sector is resilient in restoring employment, critical services, and normal day-to-day economic functioning, the community recovers more quickly. This translates into jobs retention and tax-base recovery. Communities where public private partnerships have been at the forefront of recovery planning, the public has been more optimistic about the community's ability to recover.
Sustain Social and Human Services, Public Safety, and Health Services	Local governments, working with private and nonprofit partners, will work to provide and/or restore basic services needed to sustain the community. The County, through committee will provide support and coordinate unmet needs and other ongoing needs remaining from the response phase.
Provide and/or Ensure Quality Housing	Strive to ensure residents are able to continue living in settings which are: • Safe, sanitary, and secure • Affordable at levels comparable to resident's pre-disaster housing

	• Integrated with the rest of the community • Accessible to public services and transportation • Compliant with applicable regulations and standards
Restore Infrastructure and Public Facilities and Sustain Community Lifelines	Facilitate continuity of lifeline utilities and services and infrastructure restoration. This includes, but is not limited to: • Food • Water • Power • Wastewater and Sewage • Transportation • Fuel • Communications Systems • Solid Waste Removal Restoration and reconstruction of public facilities needed for maintenance of lifelines and basic public services will likely be required as well as maintaining operations related to debris clearance and disposal.

Guiding Principles

The Poweshiek Count Disaster Recovery Plan promotes successful recovery outcomes based on the needs of impacted communities. Successful recovery includes overcoming physical, emotional, and environmental impacts of a disaster, instilling confidence in the community members and businesses regarding community viability, and rebuilding infrastructure in a way that reduces future risk to hazard events. We accomplish these goals by providing the recovery operational framework and by understanding that recovery processes are locally driven. The recovery operational framework includes clearly defined roles and responsibilities based on the severity of the event and builds on previous experience and lessons learned.

Each community can define successful recovery efforts differently based on the circumstances, challenges recovery vision, and priorities. Successful support can include but is not limited to:

- Coordination of efforts to integrate resources and capabilities to support jurisdictional recovery priorities
- Actively pursuing operational efficiencies between agencies for a more unified, effective, and efficient recovery effort that is responsive to survivor and community needs.

- Conducting mission activities in such a manner that complements the capabilities and available time commitment of community stakeholders.
- Integrating State and Federal resources to support the implementation of recovery priorities.

Guiding Priorities

The Poweshiek County Disaster Recovery Plan promotes successful recovery outcomes based on the circumstances of the event and the needs of impacted communities. Often, resources are constrained by availability and efforts must be prioritized.

The following rank-ordered priorities are intended to provide overall guidance regarding prioritization of actions and investments undertaken. The priorities are NOT specific to actual pieces of infrastructure, resource decisions, or policy development. Rather, they are intended to help guide such real-world decisions in the wake of a disaster. These priorities should be used as guidance for the policy group and RSF Primary agencies when making difficult decisions regarding the use of critical resources and limited personnel.

Priority Level	Group	Description
1	Public Safety and Security	This group includes Fire Department, Emergency Medical Services (EMS), Emergency Management Agency (EMA), and Law Enforcement restoration services. Also included in this priority group are 911 services, public safety radio communications, and the Poweshiek County Jail.
2	Critical Infrastructure	This group includes water, wastewater and sewer, roadways (priority routes first), and utility services such as gas/propane and electric. Internet restoration for critical services is also included.
3	Critical Facilities and Services	This group includes the hospital, nursing/assisted living facilities, priority government buildings (courthouse, city halls), schools, priority medical facilities (dialysis centers, pharmacies), public and home health services, and childcare services.
4	Critical Needs and Services	This group includes grocery stores, hardware stores/lumberyards, fuel stations, medical offices (physician, dentist, optometry, mental health), and other similar businesses that play a major role in disaster recovery or are considered a community lifeline
5	Government Services	This group includes non-critical government services/buildings such as libraries, post office, etc.
6	Social and Religious Services	This group includes churches and religious organizations, community centers, and other social or religious services
7	General Business	This group includes all other businesses and factories/industry within an impacted area.

8	Natural and Cultural Resources	This group includes parks, museums, historical sites, and open spaces.
9	General Property	This group includes

County Comprehensive Emergency Plan and the Disaster Recovery Plan

The Poweshiek County Comprehensive Emergency Plan is integrated and coordinated with State of Iowa and Federal Emergency Management Agency plans and programs.

This plan provides a framework for Poweshiek County and its jurisdictions to prepare for, respond to, recover from and mitigate against the impacts of disasters and large-scale emergencies that could adversely affect the health, safety and/or general welfare of its citizens. The Comprehensive Plan is comprised of several planning documents, including the Poweshiek County Emergency Operations Plan which includes 15 annexes and a Base Plan many of which will have additional attachments and appendices that describe how local, state, and federal resources will coordinate and respond for necessary life-saving efforts during or immediately after an emergency or disaster has occurred.

The Poweshiek County Multi-Jurisdictional Hazard Mitigation Plan includes the hazard analysis and risk assessment for the entire county. It identifies mitigation projects and strategies to decrease community risk. Funding mechanisms are identified within the projects. The Poweshiek County Recovery Plan uses the same hazard analysis and risk assessment presented in the Hazard Mitigation Plan.



The Poweshiek County Disaster Recovery Plan establishes the framework with which Poweshiek County supports recovery activities during disaster emergency declarations and includes 5 annexes with attachments and appendices.

All three plans, the Emergency Operations Plan (Response), Hazard Mitigation Plan (Preparedness/Mitigation), and the Disaster Recovery Plan (Recovery) make up the Poweshiek County All Hazards Comprehensive Emergency Plan.

The Basic Recovery Plan Concept of Operations

This plan provides a flexible and scalable framework for organization and decision making before, during and after all-hazards incidents causing a significant impact to infrastructure, housing, the economy, and the health, social, cultural, historic and

environmental framework of the community. The Recovery Plan has a myriad of potential options for implementation, depending on the scope and scale of an incident. The Recovery Plan provides some tactical tools for the implementation of recovery programs following emergencies. It is a tool to help guide recovery throughout the entire process.

The Recovery Support Function Annexes

While the Basic (base) Plan covers general concepts of operation and guidance over all recovery efforts in a comprehensive approach, the Recovery Plan features 5 Recovery Support Function (RSF) Annexes that contain specific elements in the overall recovery process. These annexes align with local, state, and federal resources and capabilities and are divided into functional areas of Economic Recovery, Health and Social Services, Housing, Infrastructure, and Natural and Cultural Resources.

Functional Area	Description
Economic Recovery	The Economic Recovery Support Function coordinates the public, private, and nonprofit efforts to develop and implement programs and policies to sustain, rebuild, and promote business and economic opportunities resulting in an economically resilient county. This includes coordinating the local efforts with the State of Iowa and relevant federal agencies and resources.
Health and Social Services	The Health and Social Services Recovery Support Function coordinates the public, private, and nonprofit efforts to implement programs and policies ensuring adequate delivery of public health, social education, and human services to individuals and households impacted by disasters. Recovery involves collaboration with Emergency Management and other community partners to develop efficient processes advocate for the rebuilding of public health, medical, mental/behavioral, educational, and other social service systems to a level of functioning comparable to pre-incident levels where possible.
Housing	The Housing Recovery Support Function coordinates the public, private, and nonprofit efforts to develop and implement programs and policies promoting, incentivizing, or directly providing for the rehabilitation and reconstruction of destroyed and damaged homes, and/or the development of new permanent housing options while adhering to applicable housing laws and regulations. The Housing RSF is responsible for coordinating sheltering efforts during recovery and includes coordination efforts with the State of Iowa and relevant federal agencies.
Infrastructure Systems	The Infrastructure Systems Recovery Support Function coordinates the public, private, and nonprofit efforts to maintain and restore critical facilities, infrastructure systems such as utilities, transportation, telecommunications, other communications, debris management, and other related services. This includes coordination between the State of Iowa, relevant federal agencies, key private sector partners, and local government.
Natural and Cultural Resources	The Natural and Cultural Resources Recovery Support Function coordinates the public, private, and nonprofit sector efforts to address environmental

	and cultural resource recovery needs after large-scale incidents. This includes coordinating efforts with the State of Iowa, relevant federal agencies, and key private sector partners.
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Phases of Recovery:

Disaster recovery typically involves 3 phases to ensure a systematic and effective response to a disaster. Each phase is crucial for minimizing the impact of disasters and ensuring a swift and effective recovery. The 3 phases of recovery are:

Short Term Recovery

Short-term recovery focuses on stabilizing and managing the immediate impacts of an event on a community, thereby creating an environment where recovery activities can begin. This phase in recovery addresses local damage assessment, identification of unmet needs, restoration prioritization, and activation of recovery resources from the state and federal government. The timeline for short-term recovery is typically days to weeks. Short term recovery activities may include:

- Initial Damage Assessments
- Initial Debris Management
- Congregate Sheltering
- Family/Pet reunification
- Assessing individual needs/opening disaster recovery centers
- Coordinating efforts with non-governmental organizations/agencies
- Restoration of essential infrastructure

Intermediate Recovery

Intermediate recovery includes activities necessary to rebuild communities. This phase may continue from weeks to months and involves returning communities, critical infrastructure, and essential services back to a functional state. During this phase, activities are guided by the Disaster Recovery Plan and a Recovery Task Force. Examples of operations during the intermediate phase are:

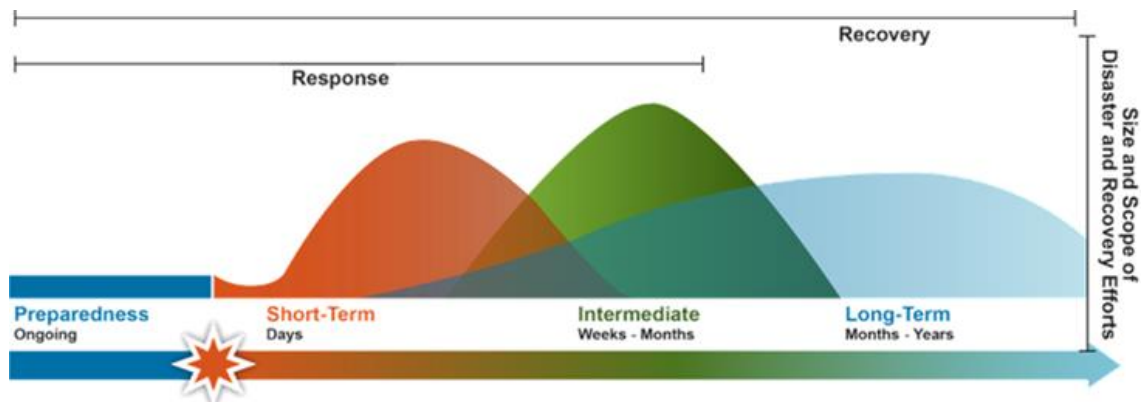
- Providing temporary housing solutions and returning displaced populations while planning on long-term housing solutions
- Repairing and restoring infrastructure
- Providing support to reestablish business activities
- Providing disaster case management
- Ensuring the continuity of health, medical, and social resources

- Planning for future mitigation impacts as a part of the rebuilding process
- Completing assessments and developing plans for long-term recovery efforts.

Long-Term Recovery

Long-term recovery focuses on activities necessary to revitalize a community. This phase includes moving a community forward to self-sufficiency, sustainability, and resiliency. This phase may take months to years to complete a redevelopment and revitalization of an impacted area. Long-term recovery activities are guided by the Disaster Recovery Plan and the Recovery Task Force. Examples of operations during long-term recovery are:

- Transitioning individuals and households to permanent housing solutions
- Rebuilding infrastructure and business with a focus on future resiliency.
- Implementing long-term economic revitalization
- Ensuring a continuation of care for health, medical, and social services.
- Implementing long-term recovery strategies.



Recovery Considerations

Planning for recovery is planning for resilience. Thinking about recovery prior to any incident is central to preparedness and to building a more resilient community. Disasters often trigger mitigation action items such as updating zoning codes, ordinances, and new building regulations that may impact a community's rebuilding effort. Acting quickly following an incident helps establish a pattern for success.

Resilience and Sustainability

The recovery process includes practices to reduce risks to future hazard events. This process includes a rigorous, fact-based hazard assessment and an understanding of vulnerabilities that could endanger residents and critical infrastructure.

Table 3.20 – Hazard Risk Summary

Jurisdiction	Dam Failures	Droughts	Floods	Severe Storms	Tornadoes	Winter Storms
Poweshiek County	1	2	4	5	5	3
Brooklyn	0	1	4	5	5	3
Deep River	0	1	2	5	5	3
Grinnell	0	1	2	5	5	3
Guernsey	0	0	3	5	5	3
Hartwick	0	1	2	5	5	3
Malcom	0	1	3	5	5	3
Montezuma	0	1	4	5	5	3
Searsboro	0	1	4	5	5	3
GN SD	0	0	2	5	5	3
Montezuma SD	0	0	2	5	5	3

Table 3.20 from the Poweshiek Hazard Mitigation Plan

Accessibility and Recovery

Severe magnitude disaster events may occur anywhere and anytime. Comprehensive emergency planning includes assessing the hazard, risk, and vulnerability impact for multi-jurisdictional areas as well as populations with access and functional needs. Populations with access and functional needs may be more affected by disaster impacts and find recovery more challenging. The impact on affected communities will vary according to the event type, location, and magnitude.

Coordination with Mitigation Planning Efforts

Mitigation planning efforts and implementation of mitigation projects play a key role in ensuring the County's preparedness. The Poweshiek County Multi-Jurisdictional Hazard Mitigation Plan has several projects identified to increase resiliency within the county and protect from future disaster impacts. Recovery planning must work seamlessly with mitigation planning activities to avoid a duplication of effort, missed opportunities, and resiliency goals. **Appendix D of the Poweshiek County Hazard Mitigation Plan** identifies mitigation actions and projects.

Planning Assumptions

This plan is based on the following assumptions:

- Disasters will occur in Poweshiek County in both incorporated and unincorporated areas, sometimes simultaneously. Damage from these incidents may be localized or widespread and may cause the disruption of normal life support systems as well as regional economic, physical, and social infrastructure.
- Local jurisdictions will have primary responsibility for recovery operations. County agencies and partners will provide support and technical assistance as needed.
- Recovery activities will be initiated concurrently with response activities and will occur in short, intermediate, and long-term phases. The timelines for these phases are flexible and dependent on the situation and the impacts of the disaster.
- Recovery will be managed at the jurisdictional and County levels simultaneously. As local capabilities or resources are exceeded, the State will provide support, as requested by the Poweshiek County Emergency Management Coordinator.
- All agencies, private sector partners, and nonprofits involved in recovery efforts should be familiar with the Poweshiek County Disaster Recovery Plan and develop their own internal mechanisms for activating resources and personnel.
- Activation of this plan is not dependent on action at the state and/or federal government levels.
- Volunteer organizations in and around the surrounding area will implement relief programs
- State and federal programs and assistance may also be required to effectively respond to and recover from a disaster.
- Poweshiek County and its local jurisdictions have adopted the National Incident Management System (NIMS) approach and guidance. As such the county will incorporate the elements outlined in NIMS that are required to efficiently manage emergencies and disaster involving local, state, and federal response agencies.

Recovery Task Force

If a disaster requires the recovery plan to be activated, partner agencies and personnel from the Recovery Task Force will be activated and requested to respond to the Emergency Operations Center (EOC) to be briefed on the situation and to take over recovery operations. Local officials operating within the EOC as part of the RTF will have authority to allocate local resources and deploy resources as appropriate to assist in recovery efforts.

Poweshiek County will likely need staffing, recovery expertise, and other assistance in a disaster. The Recovery Task Force will determine staffing needs necessary to restore essential services and conduct recovery operations. These operations may involve temporarily

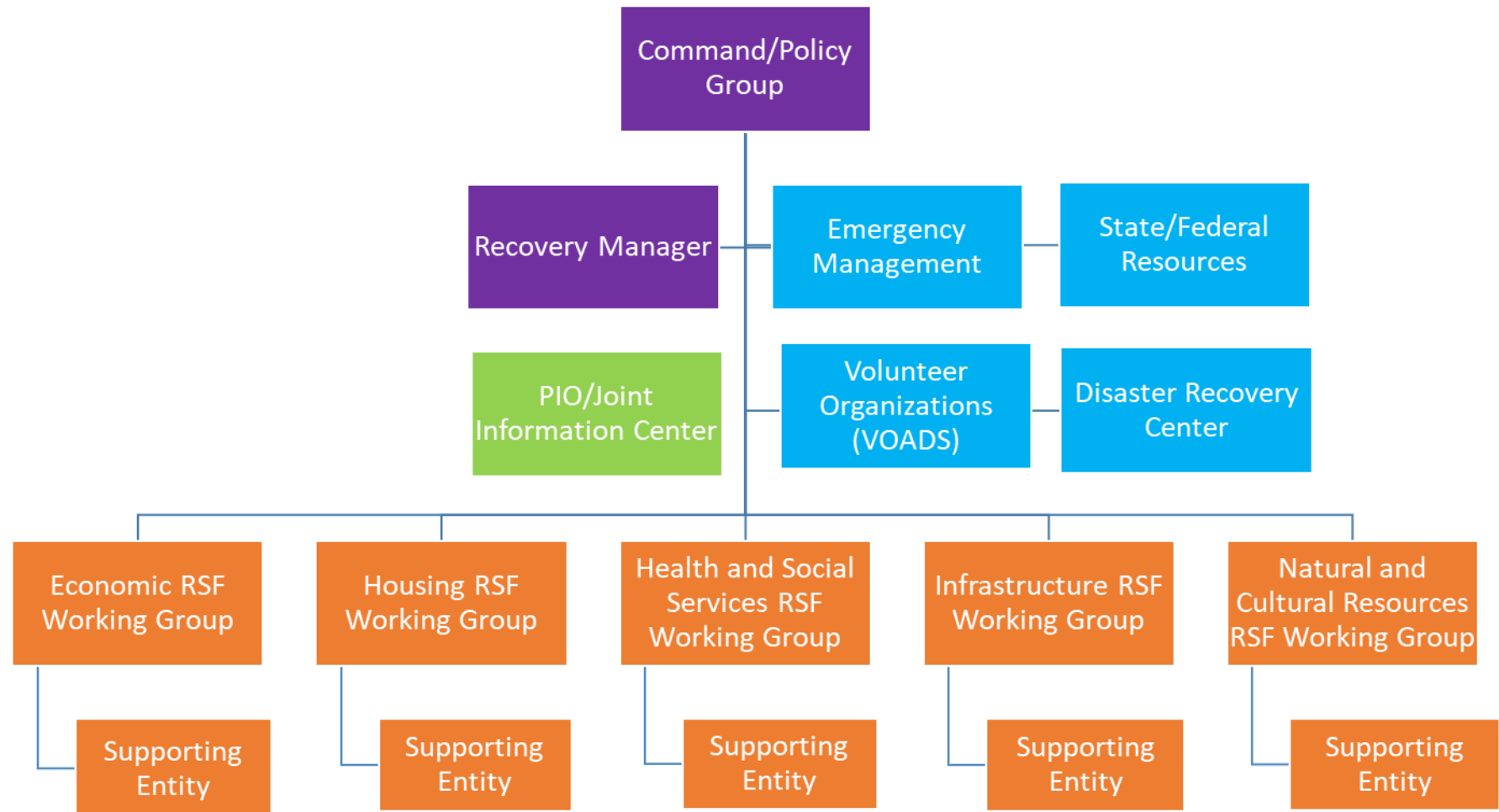
reassigning staff to other departments, using private contractors, using mutual aid, and volunteers.

Based on the severity and magnitude of the disaster event and the briefing from Incident Command/Emergency Operations Center Policy Group, the Recovery Task Force Command & Policy Group in coordination with Emergency Management will determine which RSF's should be activated for recovery efforts. Ideally, RSF Workgroup Supervisors are listed below and within those Workgroups areas of expertise an individual will be appointed the RSF Workgroup Supervisor or may take a unified leadership approach.

RSF Workgroup	Supervisor (Area of Expertise)
RSF-Economic Recovery	Local Chambers of Commerce Business Development Groups
RSF-Housing	Local Housing Authority Poweshiek County General Assistance Mass Care Sheltering
RSF-Health, Social Services	Public Health Local Hospital Central Iowa Community Services (CICS)
RSF-Infrastructure	Local Public Works County Engineer/Secondary Roads Public/Private Utility Services
RSF-Natural/Cultural Resources	Local Parks & Recreation County Conservation Local Historical/Genealogical Society

Recovery Organizational Structure

The below organizational chart is Poweshiek County's structure for managing recovery. Modeled after ICS, the Recovery Task Force organizational chart is meant to be scalable, and not all positions, sections, or groups will be activated for every event. Specific roles and responsibilities are outlined in the next section.



Command/Policy Group

This group is comprised of the impacted jurisdiction's Senior Elected Officials (Mayor and City Council, Board of Supervisors), The jurisdiction's Financial Administrator (City Clerk or Auditor), Legal Representation of the Jurisdiction (City/County Attorney), and the Emergency Management Coordinator. Other personnel may be asked to participate within the group on specific matters of concern or action. The focus of this group is on the overall strategy for recovery, recovery priorities, and policy requirements. The decisions made by the Command and Policy Group will be implemented by the RSF working groups and supporting entities.

Recovery Manager

The Recovery Manager serves as the lead person/contact for coordination and command of the recovery efforts. The Recovery Manager can be appointed by the Command and Policy Group. The Recovery Manager will determine the timeframe for operational periods, request resources necessary to support recovery efforts, and will set the overall direction and objectives for recovery efforts. Oftentimes, this role is carried out by a City Manager, City Administrator, or is hired/appointed externally.

Public Information Officer/Joint Information Center

The PIO should have established relationships with local media and community organizations that the Recovery Task Force must communicate with during recovery efforts. The PIO serves as the official spokesperson for the jurisdiction's recovery effort and is responsible for responding to media and general public inquiries regarding the recovery plan and processes. The Joint Information Center serves as a "one-stop-shop" for all public information for the media, general public, and recovery organizations. Information from individual recovery workgroups, volunteer organizations, state and federal resources, emergency management, and the command and policy group are funneled through the Joint Information Center where it is gathered, compressed, and disseminated to the media and public.

Emergency Management

Emergency Management plays a critical role in disaster recovery efforts. Emergency Management serves as the point of contact to coordinate local, county, state, federal, and VOAD resources after a disaster. Emergency Management will provide logistics and communication support, provide guidance and recommend courses of action, conduct damage assessments, and serve as the liaison between local, state, and federal resources. Emergency Management also coordinates the transition from response to recovery.

State/Federal Resources

After a large-scale disaster or catastrophic incident state and federal resources and programs may be required as part of the recovery effort. State and federal resources may come in the form of disaster relief programs such as state or federal Individual Assistance, Disaster Case Management, or Public Assistance programs. State and Federal resources may come in the

form of equipment or other physical assets if the local jurisdiction's resources along with any mutual aid agreements have been exhausted. All state and federal resource and program requests must come through the local Emergency Management Agency to the State.

Volunteer Organizations Active During Disaster (VOADs)

Volunteer Organizations and Non-Governmental Organizations play a vital role in the recovery of impacted communities. This group includes voluntary, faith based, and community organizations, charities, foundations, and philanthropic groups that range from small locally based organizations to large national organizations with extensive experience in disaster recovery. These groups directly supplement and fill gaps where government authority and resources cannot be applied or inject resources to meet recovery needs and obligations that otherwise are not funded by a government program.

Disaster Recovery Center (DRC)

The DRC is a "one-stop-shop" location used to provide information, guidance regarding disaster recovery, clarification of any information, housing assistance, rental assistance, insurance assistance, private sector business information, and more resources to help individuals, households, and businesses recover from disaster.

Recovery Support Function (RSF) Working Groups

Each RSF is defined in the above sections and plays a crucial role in the recovery process within their focus area. Each of the RSF Annexes identifies primary and supporting agencies with specific roles and responsibilities to address recovery efforts. Each RSF is not expected to have all the necessary assets, expertise, or capabilities internally, however that are responsible for requesting, tasking, and coordinating the activities of supporting agencies to accomplish goals and objectives.

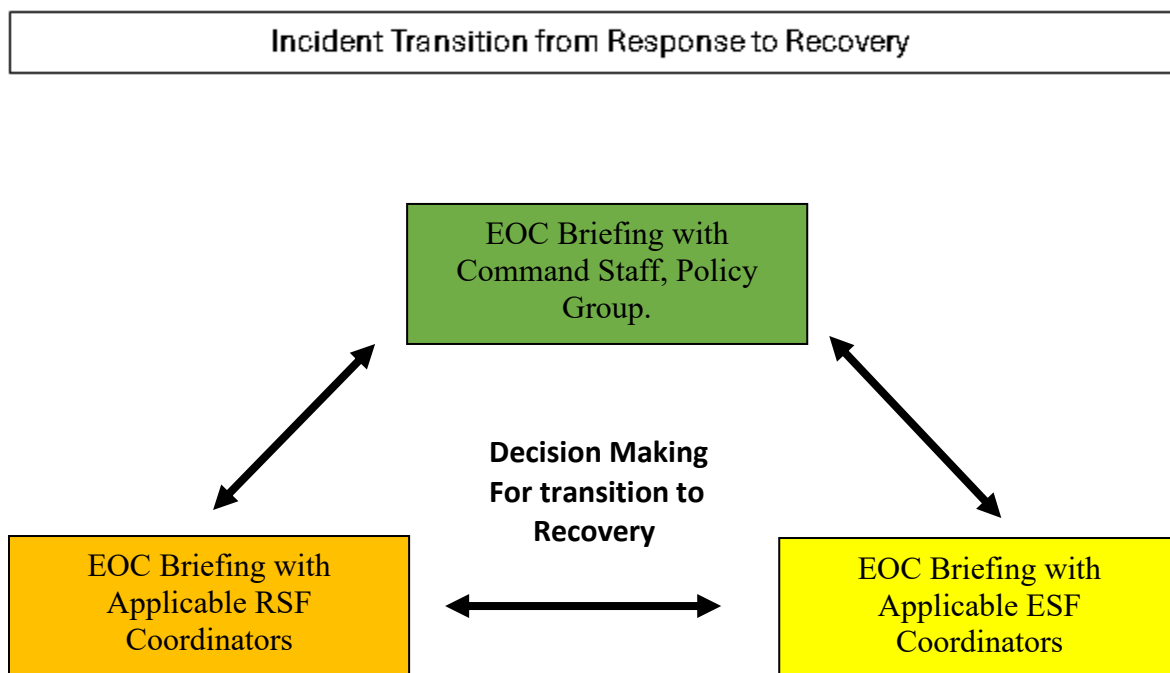
Supporting Entities

Each RSF Annex includes supporting agencies/entities. These entities offer specific capabilities or resources available to support the RSF and Recovery Task Force in executing their goals and objectives. Supporting entities may provide information, advice, counsel, operational support, coordination, or other resources.

Transition From Response to Recovery

Following a disaster event, the Emergency Operations Center (EOC) may be activated to coordinate the local response. Depending on the type and magnitude of the event specific Emergency Support Functions (ESFs) will be activated to in response to the event. During the response phase, immediate life threat and incident stabilization measures are performed. Once all life safety measures and rescue operations have been performed and the incident is deemed stabilized by the Incident Commander and EOC Policy Group, the applicable ESFs, EOC, Incident

Commander or Unified Command will have a briefing with the applicable RSFs, Recovery Task Force Command & Policy Group, and Emergency Management. All parties in the response phase and all parties in the recovery phase must agree that the response to the incident has concluded and recovery can begin. At that point the EOC may stand down their response phase, and transition into the Recovery Task Force.



Types, Tools and Purpose of Assessments

There are numerous different types of assessments, both impact and damage, done throughout the response and recovery phases of disaster events. The initial assessment helps support local needs identification and initial impact of the disaster to the area. Local damage assessments help identify needs beyond the local capacity and may require outside assistance and resources. Joint preliminary damage assessments identify and clarify needs beyond the local and state capacity. As the situation evolves, additional assessments can be used to validate programs and resources needed during the recovery process and help identify any unmet needs as a result of rebuilding activities.

Initial Impact Assessment

Conducted by Emergency Management with the help of other agencies under the coordination of Emergency Management, provides a situational awareness of what happened and potential needs to state and non-government partners that may be able to assist in the early response phase of an event. The mechanisms for reporting such events are verbal to the HSEMD Duty

Officer, written entries into the State’s incident management program, WebEOC, or through a Situation Report or Rapid Assessment Survey form submitted to the state.

Functionally specific assessments are done by primary and supporting agencies within affected RSFs to determine the situation and define the baseline for the recovery strategy. The damage assessment and impact statements should include an estimate of what recovery resources may be needed, encompassing the full breadth of resources that could be made available across all the RSFs.

Local Damage Assessment

Local damage assessments provide data to determine what external recovery resources may be needed across the spectrum of recovery support functions. Some examples of the reporting mechanisms are the reports via the EM Grants Pro program, the GIS-based HSEMD Assessment tool (more commonly called “the Collector App”) and the “Residential and Business Assessment” forms. The local emergency management agency provides local damage assessment and impact statements to HSEMD as soon as practicable following a disaster event. This assessment can be used as a baseline of what recovery resources to leverage. If needed, HSEMD will issue guidance regarding the methodologies used in collecting damage assessment and impact statement information. HSEMD analyzes the initial local assessment information and determines if, and when, a local-State damage assessment will be conducted.

There are 4 degrees of damage:

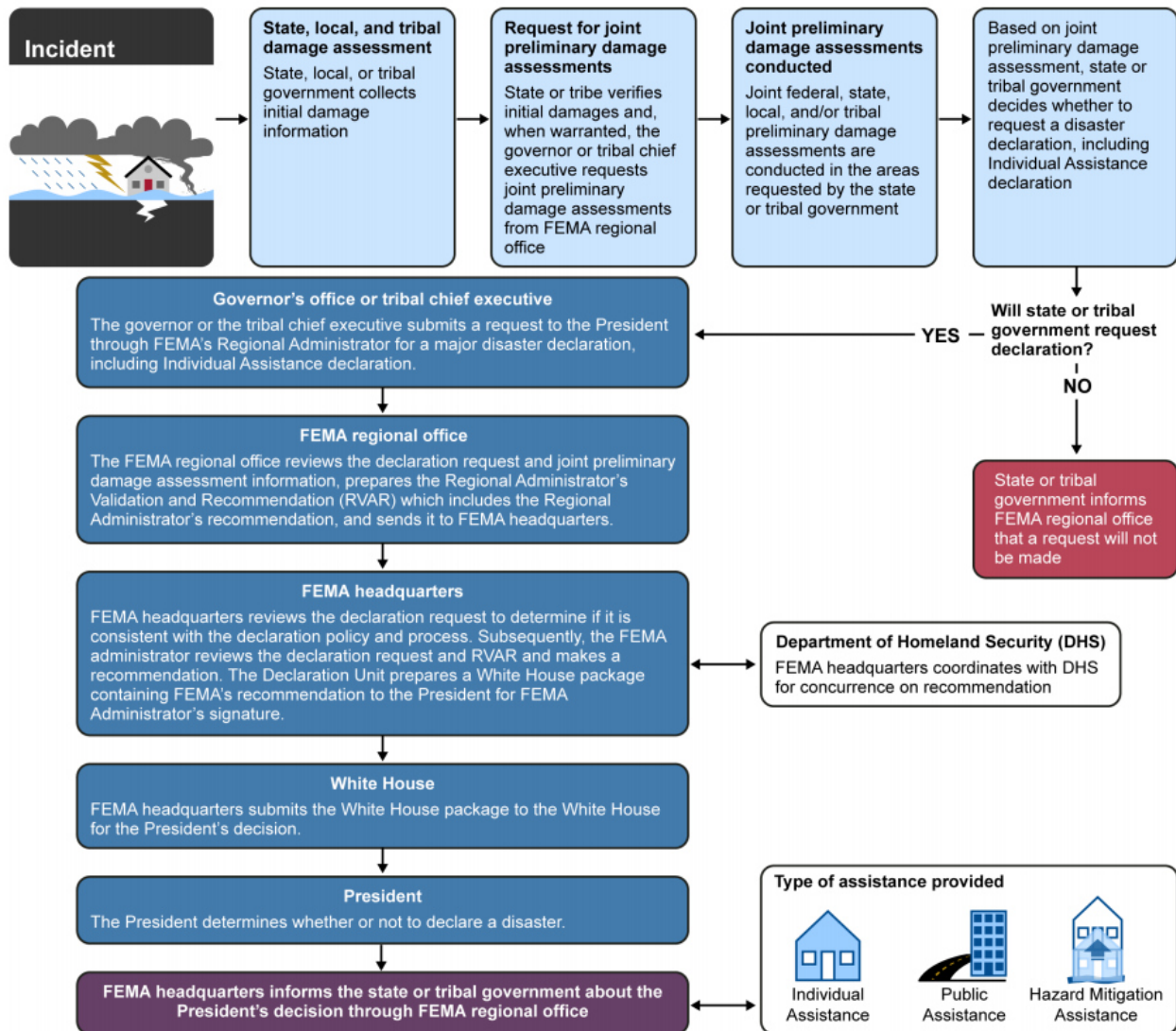
- **Destroyed**
- **Major**
- **Minor**
- **Affected**

Local-state assessments provide programmatically focused data to determine what federal recovery resources may be needed and available to support recovery activities across the spectrum of recovery support functions. The Poweshiek County EMA will receive coordinating instructions from HSEMD. Teams of local and state employees will physically review and assess the damage.

Joint Preliminary Damage Assessment (Local-State-Federal)

Joint PDAs identify whether there is adequate damage or extraordinary cost expenditures that may be eligible for specific federal programs. HSEMD assesses the need for a joint damage assessment with federal agencies after reviewing the results of the State-local damage assessment. HSEMD coordinates joint damage assessment teams consisting of local, state, and federal partners. There is a deliberate process established for this assessment with specific criteria. Some of these programs include FEMA Public Assistance and Individual Assistance, SBA loan programs, USDA Rural Development programs and the like. Additional details on these programs as well as others are identified in the *State of Iowa Disaster Recovery Plan*. HSEMD provides the data to the governor with a recommendation of whether or not to request available federal financial assistance.

Figure 1: Federal Emergency Management Agency's (FEMA) Major Disaster Declaration Process



Source: GAO analysis of FEMA information. | GAO-18-366

Plan Maintenance, Training, Exercise

This plan is a document that will evolve as it is tested during exercises, real incidents, and as best practices emerge. The plan will be reviewed by all partners and updated periodically. This document will serve as one of many tools designed to improve coordination among all partners involved in the recovery process including those at the local, state, and federal government levels, volunteer and non-governmental organizations, and the private sector.

Specific county personnel and allied volunteer and non-governmental organizational staff will receive related training to their roles and responsibilities under this plan. Poweshiek County

EMA will identify additional education and training opportunities as related to this plan and its annexes for available personnel to attend. Agencies and organizations with roles and responsibilities identified in this plan should ensure that they are incorporated into that organization's regular emergency training.

Exercises are valuable and important to prepare agencies and organizations for their roles and responsibilities to respond to and recover from disasters. It is also a means to determine capabilities and identify gaps in plans. Poweshiek County EMA will determine an exercise schedule for this plan and its annexes.