



EMERGENCY OPERATIONS PLAN

BASE PLAN

2024

Poweshiek County Emergency Management Commission

Plan Adoption Document

2024

We hereby certify that the attached/enclosed plans, portions of plans or Emergency Support Functions (ESF) to the Poweshiek County Comprehensive Emergency Response Plan have been approved and adopted by the members of the county Emergency Management Commission on this the 22 day in the month of May in the year 2024. This plan shall become part of the county emergency response and emergency operations plan once adopted.

Plans or ESFs Adopted:

Base Plan, including all appendices and attachments

Dawn Hamilton
Chairperson, Emergency Management Commission

5-22-2024
Date

Dawn Hamilton
Chairperson, EMC-Printed

Brian Paul
Coordinator, Emergency Management Agency

5/22/24
Date

Brian Paul
Coordinator, EMA-Printed

Preface

FOREWORD

The Poweshiek County Emergency Operations Plan will be referred to as the “Plan”. This document provides the foundation for all disaster and emergency preparedness, response, recovery, and mitigation operations conducted within Poweshiek, Iowa.

The Code of Iowa requires the Poweshiek County Emergency Management Commission to develop this plan and update it on a periodic basis. All parties with responsibilities in preparing for, responding to, or recovering from a disaster have ownership in this plan.

The Plan is formatted after the National Response Framework and reflects the operational concepts and principles of the National Incident Management System [NIMS] and the Incident Command System [ICS]. Keeping consistent with these principles, the Plan is written in a manner that is intended to be easily read, understood, and exercised by those expected to implement the Plan.

The purpose of the Plan is to provide a coordinated and unified approach to incident management across all jurisdictional levels, regardless of the cause, size, or complexity of the incident.

For this Plan to be relevant and meaningful there must be an on-going commitment to the planning process by those who play a part in the execution of the Plan. Failure to commit to the planning process will result in a useless Plan with our friends, neighbors, and fellow citizens left with consequences.

“In preparing for battle I have always found that plans are useless, but planning is indispensable.” - General Dwight D. Eisenhower

Preface

LETTER OF PROMULGATION

The preservation of life and property is an inherent and primary responsibility of local, state, and federal government. The Poweshiek County Emergency Management Commission has prepared the Poweshiek County Emergency Operations Plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the civilian population in time of emergency.

While no plan can prevent death and destruction, good plans carried out by knowledgeable and well-trained people can and will minimize losses. This plan establishes the Base organizational principles, policies and general procedures, and provides for coordination of planning efforts of the various response agencies utilizing National Incident Management System principles.

The objective of this plan is to provide the framework to coordinate response resources and capabilities across jurisdictional lines into a unified approach to managing the incident, regardless of cause, size, or complexity. The Poweshiek County Emergency Operations Plan will be reviewed and exercised periodically and revised as necessary to meet changing conditions.

The Poweshiek County Emergency Management Commission gives its full support and commitment to this plan and urges all officials, employees, and citizens, individually and collectively, to do their share in emergency preparedness, response, recovery, and mitigation operations conducted within Poweshiek County, Iowa.

Respectfully submitted,
Poweshiek County Emergency Management Commission

STATEMENT OF ADOPTION

The 2024 Poweshiek County Emergency Operations Basic Plan is hereby adopted on this the 22 day, in the month of May in the year 2024.



Dawn Hamilton, Chair
Poweshiek County Emergency Management Commission



Brian Paul, Coordinator
Poweshiek County Emergency Management Agency

EMERGENCY OPERATIONS PLAN - ORGANIZATION

The Poweshiek County Emergency Operations Plan consists of the Base Plan, Emergency Support Functions, and Incident Specific Annexes.

Base Plan

The Base Plan outlines the concepts, roles, responsibilities, processes, and management of emergency incidents. It becomes the foundation on which all planning is built. The Base Plan may include appendices to provide additional detail or instruction to assist in carrying out the Plan.

Emergency Support Functions

The Emergency Support Function Annexes describe the 15 common functions needed to support an incident or planned event. Not all ESF's will be activated at any one time, only those most useful to the response and management of the incident.

Each ESF will be assigned a Primary Agency which will be responsible for the administration and coordination of response activities associated with that function. Support Agencies will be identified as having a jurisdictional or operations interest to support the implementation of the plan.

Attachments

Attachments are developed to support the operations of specific Emergency Support Functions (ESF's) and may be used across a wide spectrum of events or incidents. An example of a Support Attachment could be 'Social Media' designed to support ESF # 15 - Public Information. However, this Attachment could be used in conjunction with any of the ESF's as needed. Additionally, attachments may contain other non-public information that is intended to be secure and on a "need-to-know" basis. Based upon the contents of ESF or other plan attachments, they may or may not be available to the public as allowed under Iowa Code Chapter 22-Examination of Public Records (open records law).

Incident Annexes

Incident Annexes are used to describe the responsibilities and actions for specific events or incidents. An example of an Incident Annex may be 'Mass Casualty Plan' or a response to specific weather-related events such as an ice storm or flooding. Additionally, Annexes may contain incident specific or other non-public information that is intended to be secure and on a "need-to-know" basis. Based upon the contents of the ESF, Annexes may or may not be available to the public as allowed under Iowa Code Chapter 22-Examination of Public Records (open records law).

SECTION ONE BASE PLAN

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OUR PLANNING STRATEGY

INTRODUCTION

Planning Strategy is developed around **7** key components:

1. Purpose – Why are we writing this Plan?
2. Authority – Where do we get our authority to do this?
3. Goals – What do we want to accomplish?
4. Scope – What does this plan cover and what are its limitations?
5. Situation – What is creating the need for a Plan?
6. Assumptions – What can we assume regarding the resources we have?
7. Concept of Operations- How will resources come together and operate to accomplish the goals?

By addressing these 6 areas we will provide the foundation needed to develop an effective response strategy.



Why We Are Making This Plan...

This Plan is developed for the following reasons:

- First and foremost - it is the right thing to do.
- Man made and natural disasters continue to pose a threat to the safety and security of the citizens of Poweshiek County and surrounding areas.
- The potential consequences presented by these disasters will quickly overwhelm the resources of individual jurisdictions and agencies.
- The preservation of life and property is an inherent and primary responsibility at each level of government - local, state, and federal.
- This shared responsibility for the well being of citizens requires mutual planning and well coordinated plans among government, emergency response disciplines, non-governmental organizations, and the private sector.
- Finally - we have a legal mandate to do so under the Code of Iowa, Chapter 29C.9



Where Does the Authority to Create and Use this Plan Come From?

The following state and federal statutes and regulations provide the legal basis and authority to create and implement this plan.

FEDERAL

- Public Law 81-920 – Federal Civil Defense Act of 1950, as amended – Civil Defense Act
- Public Law 93-288 – Disaster Relief Act of 1974, as amended – Robert T. Stafford Act
- Public Law 99-499 – Superfund Amendment and Reauthorization Act (SARA) of 1986, as amended - Emergency Planning and Community Right-to-know Act (EPCRA)

STATE

- Code of Iowa, Chapter 29C – Emergency Management and Homeland Security
- Iowa Administrative Code, Section 605, Chapter 7 – Local Emergency Management
- Code of Iowa, Chapter 30 - Chemical Emergencies
- Iowa Administrative Code, Section 605, Chapter 103 – Local Emergency Planning Committees

LOCAL

Formal adoption of the Poweshiek County Emergency Operations Plan by local jurisdictions gives the plan official status and gives the authority and responsibility to local officials to fulfill the expectations and perform the functions as outlined in this plan.

In addition, authorities granted under a local Declaration of Disaster or State of Emergency Proclamation, and related ordinances may provide additional police powers or administrative authority to local officials.



What Do We Want to Accomplish?

The purpose of the Plan is to provide guidance on how local jurisdictions and different disciplines can all work together to develop a single, unified plan. For this guidance to be useful and fulfill the intended purpose, the Plan must be:

- A Plan that is made by and for the local response community
- A Plan that is written in a simple and straight forward manner
- A Plan that is realistic in its assumptions and expectations.

- A Plan that can be utilized in all types of emergencies and disasters
- A Plan that may be used by all disciplines
- A Plan that can be implemented across jurisdictional boundaries
- A Plan that is compatible and can be integrated with State / Federal Plans
- A Plan that may be utilized from preparation, to response, and through recovery operations of the incident



① *What types of events and or incidents is the Plan to cover?*

- ❑ This Plan applies to any event or incident exceeding the normal capabilities and resources of any community or jurisdictions within Poweshiek County.
- ❑ This Plan is not intended to be used for typical emergency response scenarios. There are well established procedures, policies, resources, and capabilities within the various jurisdictions and response agencies to handle day to day operations.
- ❑ The Plan is an all-hazards plan and is applicable regardless of the size, complexity or cause of the incident.
- ❑ The Plan is applicable throughout the life cycle of disaster management which includes preparedness, response, and recovery.
 - **Preparedness:** The preparedness process develops the response capabilities and resources needed in the event an emergency should arise.
 - **Response:** The response process occurs after an emergency, or directly before the onset given enough lead-time. This process serves to reduce disaster damage and possible casualties and to expedite the recovery process.
 - **Recovery:** The recovery process consists of both a short term and a long-term process.
 - Short Term: Operations that seek to restore vital services to the community, while providing for the Base needs of the public.
 - Long Term: Operations that strive to restore the community to its normal or improved status.

Note: Mitigation planning is addressed in the Poweshiek County Mitigation Plan

② What entities are participants in the Plan?

- ☐ The Plan applies to all jurisdictions and levels of government in Poweshiek County.
- ☐ This Plan provides for communication, coordination and integration with state and federal response plans. As such, state and/ or federal agencies may be integrated with this plan.

③ What are the limitations of the Plan?

This Plan is not intended to limit or discourage the development of municipal or private sector emergency plans and / or policies. However, local plans should provide for smooth integration and transition into the County Emergency Operations Plan. Individual municipal or private sector planning should include cooperation with local emergency management and relevance to the county-wide Emergency Operations Plan. Local municipalities and the private sector should work in cooperation with emergency management in plan development and/or updating their plans for consistency.

This Plan is subject to the following limitations:

- ☐ This Plan is limited to the geographical boundaries of Poweshiek County.
- ☐ The Plan is limited to the authority provided by the cited sources of authority.
- ☐ The Plan will come under the authority of State or Federal Emergency Response Plans and direction in the event of a state or national emergency declaration.



What is creating the need to plan?

A Hazard and Risk Assessment process has been completed in conjunction with the Poweshiek County Multi-Jurisdictional Hazard Mitigation Plan. The plan identifies a number of natural or man-made hazards with the potential to threaten the health, safety, and property of citizens and / or to impact critical infrastructure within Poweshiek County. The plan may be accessed located in the Poweshiek County Emergency Management Agency office located at 4802 Barnes City Rd, Montezuma Iowa. The threats associated with these hazards may quickly exceed the resources and capabilities of any one jurisdiction and require the resources and capabilities provided for in this plan.

Areas of Vulnerability

Vulnerable populations and critical infrastructure that are priority to the response and recovery effort will require special planning and response consideration. These will be addressed in detail in ESF # 6 - Mass Care, ESF # 3 Public Works, and within local and private sector Emergency Operations/Response Plans, Policies, or Procedures.

Resource and Capability Shortfalls

In most situations identified in the county hazard and risk analysis, local response effort may be limited or inadequate due to a shortage of resources and / or capabilities. These areas create the need for assistance beyond the scope of normal day-to-day operations and local mutual aid agreements.

Each of the 15 Emergency Support Function Annexes will identify resources and capabilities that may be needed to support that particular function. As an example, Emergency Support Function #4 – Firefighting, will identify resources and contact procedures to obtain assistance from outside their normal operations or local mutual aid agreements.



For a plan to be useful it must be based on a valid set of assumptions.

These assumptions are developed from realistic assessments of:

- The probability of the disaster to occur.
- The nature of the hazards associated with the event.
- The potential consequences if the situation does occur.
- The effectiveness of initial incident organization and management.
- The resources and capabilities available to respond to the incident.

The assumptions used as the basis for developing the Plan are provided here.

Disaster Probability

The probability of events or incidents to occur and reach ‘disaster’ status have been assessed and ranked in the Poweshiek County Multi-Jurisdictional Hazard Mitigation Plan. The Primary threats identified are as follows:

Natural Disasters

1. Severe storms including hail, lightning, thunderstorms, tornado, and high wind events
2. Winter storms including blizzards and ice storms.
3. Flooding, including and primarily dam failure.
4. Drought.

Human-made Disasters

- | | |
|----------------------------------|--|
| 1. Prolonged power outage | 2. Communications infrastructure damage /failure |
| 3. Major transportation accident | 4. Hazardous materials incident |

Nature of Identified Hazards

- ☐ Timing –They can occur at any time of day or night
- ☐ Appearance – They provide little or no warning or may provide several days warning
- ☐ Duration – They may be prolonged, covering many hours or days, and cover all phases of incident management including preparation, response, and recovery operations
- ☐ They may generate additional hazards or involve multiple threats
- ☐ They do not pay attention to geographic or jurisdictional boundaries

Consequences of these Incidents

- ☐ Any number of secondary hazards and situations may occur
- ☐ Multiple casualties or fatalities may occur
- ☐ Significant property damage or loss may happen
 - People may be displaced from their homes
 - Security issues will occur
 - An influx of volunteers and by-standers will need to be managed
- ☐ Public health concerns may arise
- ☐ Critical services such as utilities and communication capability may be disrupted
- ☐ Critical public infrastructure may be damaged

Initial Response to the Incident

- ☐ All incidents will begin (and end) with local responders
- ☐ Initial responses to disaster situations will closely parallel how agencies normally respond
- ☐ Normal mutual aid requests will occur early on
- ☐ Establishment of a Command Post and an organized Command Structure may be slow to develop.
- ☐ Coordination among different disciplines and / or jurisdictions will be limited in the initial phases of response.

Initial Management of the Incident

- ☐ Most communities do not have a local emergency response plan
- ☐ Request for and set up of the EOC may not occur until after the response phase
- ☐ Initial Response to the EOC may be slow and limited
- ☐ Most elected officials will not be trained adequately in the use of Incident Command at the EOC level
- ☐ Incident management activities within the EOC will be initiated and conducted utilizing Incident Command System principles and established procedures
- ☐ Individuals responding to the EOC will have the authority to make decisions
- ☐ The need for a multi-discipline and a multi-jurisdictional response is very likely

Resources and Capabilities

- ☐ Cities and Towns have plans, procedures, agreements, and resources in place to deal with 'everyday emergencies'
- ☐ The resources and capabilities of any one jurisdiction may be quickly overwhelmed
- ☐ The complexity and /or size of some incidents may require the resources and expertise from all jurisdictions, disciplines, private sector and nongovernmental agencies

- ❑ Public Safety Agencies have policy and procedures in place to request technical or special assistance from their respective state or federal agencies.
- ❑ Mutual aid, state and / or federal assistance may not be readily available.

OUR PREPARATION STRATEGY

How we will prepare for disasters

Our strategy to prepare our communities and citizens for a disaster include 9 Base goals:

1. Support the development and adoption of a county wide Hazard Mitigation Plan
2. Develop a county wide emergency response plan
3. Approve adopt, and distribute the Plan
4. Provide training for those with a role and responsibility in the Plan
5. Test the Plan through conduction of exercises and evaluation of real events
6. Establish a procedure to review and revise the Plan
7. Plan for the continuation of government services
8. Develop opportunities to inform and educate the public regarding personal preparation and how they will receive emergency notification and information
9. Assist the local business community in developing disaster and business continuation plans

It is ultimately the responsibility of each chief elected official to ensure their respective communities are prepared in the event of a disaster or major emergency.

GOAL # 1 – DEVELOP A COUNTY-WIDE MITIGATION PLAN

Mitigation includes any activity that will eliminate or minimize the potential impact of a threat to people, their property, and well being. Mitigation activities may be implemented prior to, during, or after an incident.

The overall goal of mitigation planning is to:

- Reduce the potential for a disaster to occur
- Reduce or eliminate the consequences of a disaster
- Minimize the strain on response resources
- Speed up the recovery process

The Poweshiek County Hazard Mitigation Plan is a multi-jurisdictional plan that identifies the hazards, risks and vulnerable areas in Poweshiek County. Projects and activities to 'mitigate' these hazards are also identified. A copy of the Hazard Mitigation Plan is located at the Poweshiek County Emergency Management Office and is adopted by reference as an attachment to Recovery Support Function (RSF)-Basic Recovery Plan.

GOAL # 2 – DEVELOP AN EMERGENCY OPERATIONS PLAN

The following general responsibilities are assigned for the development and management of the Poweshiek County Emergency Operations Plan:

□ Emergency Management Agency – Will provide for the overall coordination of the planning process, plan adoption, and approval of revisions or changes. The Agency will also be responsible for the distribution of Plan revisions or changes.

□ Emergency Management Commission – The Commission shall review, adopt, certify, and submit the Plan and all subsequent revisions to the State.

□ Elected Officials – Will support the plan at the local level by:

- Requiring all response agencies to train in ICS and EOC operations
 - Providing newly elected officials opportunity to complete Base ICS and NIMS training
 - Confirming that local plans and policies are compatible with the County Plan
 - Developing local Continuity of Government Plans
 - Participating in the planning process to develop mitigation plans
- Participate when available in disaster and response exercises
Participate when available in disaster and emergency response training courses.

□ Response Agencies - Each department, agency, or organization with responsibility under this plan shall:

- Participate in the development and revision of the operational components of the Plan
 - Train personnel to the extent possible in Emergency Operation Center operations and the use of the Incident Command System
 - Develop and maintain written procedures for carrying out their assigned responsibilities.
 - Keep information such as contact or resource information up to date in the Plan
- Participate when available in disaster and response exercises
Participate when available in disaster and emergency response training courses

□ Non- Governmental Agencies / Private Sector – Will provide support by:

- Providing for the coordination of individual emergency plans with those of local response agencies and the County Plan
- Respond to the Emergency Operations Center as requested.
- Training key personnel in Base Emergency Operation Center and Incident Command System operations

Participate when available in disaster and response exercises

Participate when available in disaster and emergency response training courses

GOAL # 3 – ADOPT AND DISTRIBUTE THE PLAN

The Plan will be adopted and distributed in the following manner:

❑ Adoption - The formal adoption process will be as follows:

- The Primary and Support Agencies identified in each Emergency Support Function will develop, approve and submit the Plan to the Poweshiek County Emergency Management Commission for review as completed.
- The Commission will adopt and certify the Plan.
- The Plan will then be submitted to the Iowa Homeland Security and Emergency Management Division and evaluated for compliancy with State and Federal requirements.

❑ Distribution of the Plan

Base Plan

The Base Plan will be uploaded to the EM Commission SharePoint site. The chief elected official /agency head may further distribute the plan within their jurisdiction as appropriate.

Emergency Support Function Annexes

Due to security and confidentiality issues, distribution of Emergency Support Function Annexes will be limited to the following;

- Emergency Operation Center
- The Poweshiek County Emergency Management Agency
- Primary and Support Agencies as identified in the annex being distributed

As an example, all of the Primary and support agencies identified in Emergency Support Function # 4 Fire Services, will receive a copy of that Annex

- Hard Copies of the entire Plan will be at each Emergency Operations Center and at the Emergency Management Agency Office.

GOAL # 4 – PROVIDE TRAINING TO EXECUTE THE PLAN

It is the duty of each jurisdiction to ensure that personnel are properly trained to complete the functions and fulfill their responsibilities in this Plan, and to maintain training records for their personnel. The Emergency Management Agency will assist in locating and coordinating training opportunities as needed or requested. Training, at a minimum, should consist of the following for all elected and department leaders:

- ICS 100
- NIMS 700

It is recommended that ICS 200 and NIMS 800 be taken as well. Furthermore, elected and department leadership should participate in other courses, drills, exercises, seminars, workshops, and conferences when offered and available in order to effectively execute the Emergency Operations Plan.

GOAL # 5 – TEST THE PLAN

The following guidelines will be used in the scheduling and development of exercises:

The Poweshiek County Emergency Management Agency is responsible for the development of an exercise plan to include exercise goals, design, and evaluation

- The Emergency Management Agency will coordinate planning, scheduling, logistical and administrative support for exercises
- The guidelines provided by Iowa Homeland Security & Emergency Management and the Homeland Security Exercise Evaluation Program will be used to develop, conduct, and evaluate exercises

GOAL # 6 – KEEP THE PLAN CURRENT

This Plan is subject to change based on lessons learned from actual incidents or exercises, new information or technologies, or changes to existing laws or regulations. The following process will be used to make changes or revisions to the Plan.

☐ Scheduled Revisions

The Plan will be reviewed and revised as needed and in accordance with a five-year plan as established by the Commission, to include at a minimum:

⊙ Every year

- A formal review and amendment of Emergency Support Function # 10: Hazardous Materials
- A formal review and amendment of the Base Plan and /or 3 of the Emergency Support Functions, as determined by the Emergency Management Commission and/or Iowa Department of Homeland Security and Emergency Management.
- An informal review of each Emergency Support Function to verify current contact information, notification procedures, etc. This will be completed by the Emergency Support Function Coordinator of each Annex and submitted to the Emergency Management Agency for distribution as appropriate.

⊙ Every 5 years - a review and amendment of the entire Plan has been completed.

⊙ The Plan must also be reviewed and amended within 180 days of the formal closing of the disaster incident period for a presidential declaration for major disaster.

⊙ Revisions and amendments to the plan will be distributed with instructions by e-mail.

☐ Interim Changes

The need for changes or updates may occur outside regularly scheduled times. Any entity with responsibilities in the Plan may recommend or request needed changes to the Plan.

- Changes should include new or supplementary material or deletions. No proposed change should override or contradict authorities as cited in this Plan.
- The Poweshiek County Emergency Management Agency will coordinate with entities involved to address the change.

- Once approved, the changes will be published and considered a part of the Plan

GOAL # 7 – PLAN FOR CONTINUATION OF GOVERNMENT SERVICES

This is how the jurisdictions will maintain operation of local governments to provide essential services and information:

For any local jurisdiction to survive a major disaster there must be provisions for local governments to continue to function. Absence of key officials or department heads, destruction of government property, or records, does not end the responsibility of government to provide services. Provision for alternate operating facilities, the preservation of essential records and the movement of personnel, equipment and supplies to structurally sound sites is critical.

It is the responsibility of each incorporated city / town and county government to develop a plan to maintain their ability to govern in the event of a major disaster or emergency.

The overall goal of continuity of government plans is to maintain the capability to provide government services that are essential to the public in times of emergency and achieve a timely and orderly recovery from an emergency and ensuring full restoration of government services to citizens. This is accomplished by:

- Designating lines of succession for key elected officials and Department Heads
- Pre-delegation of authority to the successors
- Utilization of Emergency Operations Center
- Establishing provisions for the preservation of records
- Identifying alternative sites and developing procedures for the relocation of essential departments.

Iowa Code provides for the lines of succession for chief elected officials [Mayors / Board of Supervisors. In addition, local governments can extend succession authority to chief department heads through the adoption of local ordinances.

Poweshiek County Emergency Management can and will offer guidance, technical assistance, and subject matter expertise in the creation, development, or updating to any jurisdiction's Continuity or Government (COG) and Continuity of Operations (COOP) Plans.

GOAL # 8 – PROVIDE FOR PUBLIC INFORMATION AND NOTIFICATION

The function of providing important and timely information to the public will exist throughout the preparation, response, and recovery phase of most incidents. The distribution of this information will occur in these three areas:

❑ Preparation

The Emergency Management Agency provides preparedness information to the public on an ongoing basis. This information is generally in coordination with state or federal outreach programs and special awareness programs put out by the National Weather Service, Department of Homeland security etc. The information is disseminated through the EMA social media sites, website, and local media outlets.

❑ Emergency Notification

There are emergency notification systems and procedures in place to notify the public of an emergency situation that has occurred or is imminent. Specific policies and procedures are outlined in detail in:

- ESF # 2 - Public Communications [notification]
- ESF #10- Hazardous Materials
- ESF # 15 - Public Information

❑ Emergency Information

The dissemination of emergency public information will be coordinated through the Emergency Operations Center when it is activated. In the absence of the Emergency Operations Center the Poweshiek County Communications Center will disseminate emergency information following established policies and procedures as authorized by any of the following:

- Chief elected official
- Emergency Management Coordinator
- Chief Law Enforcement Officer or Fire Chief
- Appointed Public Information Officer

GOAL # 9 – ASSIST WITH BUSINESS CONTINUITY PLANNING

A plan to reach out to the local business community has been revised and incorporated into the EMA Strategic Plan. The goal of this outreach is to provide the business community with assistance for business continuity planning and for training in areas that will help them to prepare, respond, and recover from potential disaster scenarios.

This will reduce the demand for response resources, minimize the economic impact, and maximize the speed of recovery for the business and the community. Requests for assistance will be directed to the Poweshiek County Emergency Management Agency.

OUR RESPONSE STRATEGY

This section identifies the overall strategy that will be used to manage a disaster and the principles and guidelines jurisdictions will follow to coordinate the response effort. The following incident priorities and strategic goals will be used to develop an overall response strategy.

Priorities

The priorities under this plan are listed in order of importance. Whenever demands for emergency resources (personnel or equipment) conflict, the operational demand that is the highest priority will prevail.

- ① Life** – The preservation of life and accountability for people
 - Save human lives.
 - Treat the injured.
 - Warn the public to avoid further casualties.
 - Evacuate people from the effects of the emergency or shelter in place.
 - Shelter and care for those evacuated.
- ② Property** – Preserve any further loss of property
 - Save property from destruction.
 - Take action to prevent further loss to salvageable property.
 - Provide security for property, especially in evacuated areas.
 - Save animals.
- ③ Recovery** – Assist communities to restore essential services needed for the health safety and welfare of citizens.
 - Restore essential utilities.
 - Provide for continuity of governmental operations.
 - Restore community infrastructure (such as transportation routes).
 - Help restore economic basis of the community.

Strategic Goals

1. Develop an incident management strategy that can be applied through out the life cycle of the incident
2. Identify the responsibilities of all who have a stake in the success of this Plan
3. Establish policies that will be used to provide guidance and expectations of all who will work this Plan
4. Develop a framework to organize and coordinate the response effort
5. Identify the methods and the means to obtain assistance from beyond Poweshiek County.

Strategic Goal # 1

Incident Management Strategy

What is our overall strategy for managing major incidents or events?

Strategies to manage major incidents or events will be an all hazards approach and encompass Planning, preparation, response, and recovery activities. Response strategies may run concurrent with preparedness or recovery activity as the incident transitions from one phase to another. Incident management will utilize ICS concepts and principles throughout the life cycle of the incident

Strategic Goal #2

Responsibilities

Who has responsibilities under this plan and what are they?

This section provides an overview of the roles and responsibilities of citizens, local, state, and federal governments, private sector, and nongovernmental organizations.

☐ Citizens

Individuals and households play an important role in the overall emergency management strategy. A planning assumption is made that assistance from local or state government may not be readily available. Therefore, citizens are urged to be self-reliant. This will also lessen the strain on critical and limited resources during the initial response phase of the incident. Community members can contribute by:

- **Preparing an emergency supply kit and household emergency plan.** By developing a household emergency plan and assembling disaster supplies in advance of an event, people can take care of themselves until assistance arrives. This includes supplies for household pets and service animals. [Recommended supplies list at <http://www.ready.gov>]
- **Monitoring emergency communications carefully.** Throughout an emergency, critical information and direction will be released to the public via various media. By carefully following the directions provided, residents can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.

☐ Local Governments

The responsibility for responding to any incident begins at the local level. Chief elected officials are ultimately responsible for the public safety and welfare of the people within their respective jurisdictions.

It should be noted that short of a declaration of a state of emergency at the State or Federal level, local officials will maintain their authority and responsibility throughout all phases of the incident. Examples of responsibilities include:

- Authorizing of emergency expenditures
- Communication with the public
- Making local disaster or state of emergency declarations
- Making policy decisions within the confines of local ordinances

❑ Non-Governmental Organizations

Non-Governmental Organizations play very important roles before, during, and after an incident. Typical areas of support would include;

- Training and managing volunteer resources
- Identifying shelter locations and assisting with needed supplies
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or other assistance with post-emergency cleanup
- Identifying those whose needs have not been met and helping coordinate the provision of assistance
- Providing specialized services that help individuals with special needs, including those with disabilities
- Crisis counseling and spiritual support services

❑ Private Sector

The roles, responsibilities, and participation of the private sector vary based on the nature of the organization and the type and impact of the incident. The roles of private-sector organizations are summarized as follows:

- ❑ Provide support to emergency planning by sharing information and by developing emergency response and business continuity plans.
- ❑ Enhance their overall readiness through appropriate prevention and protection programs.
- ❑ Donate or otherwise provide goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

❑ State of Iowa

Iowa Homeland Security and Emergency Management will coordinate all emergency management activities of the state, primarily through the State Emergency Operations Center. State government departments may provide various services such as specialized skills, equipment, and resources, to support local government emergency operations.

❑ Federal Government

The Federal Government will provide assistance through the Federal Emergency Management Agency [FEMA]. Federal response will be organized through the use of the National Response Framework (NRF) to facilitate the delivery of all types of Federal response assistance to States to help them deal with the consequences of significant emergencies and disasters.

Policies that will guide us in the execution of this plan

The following policy statements are to provide clarification to policy statements implied or stated elsewhere in this Plan

☐ Local Authority

- Chief Elected or Appointed Officials are responsible for the public safety and of the welfare people in that jurisdiction. Emergency management, including preparation and training for an effective response is a core obligation of local leaders. This responsibility can be shared but not given away.
- Local Officials will maintain authority over their local jurisdictions and resources at all times. They can delegate the authority as needed to complete response goals and objectives as needed.

☐ Use of Incident Command System and the National Incident Management

- The Incident Command System – Will be used by all response organizations within the county. In addition, people with a role and responsibility to function within the Emergency Operations Center will be trained in Base incident command principles.
- National Incident Management System – Each jurisdiction will be responsible to make sure key officials receive and document National Incident Management System training. In addition, each jurisdiction will be responsible to work towards compliance with NIMS Standards

☐ Use of Mutual Aid Agreements – Jurisdictions will exhaust local mutual aid agreements prior to reaching beyond Poweshiek County for assistance☐ Concurrent Implementation of Plans

- The Poweshiek County Emergency Operations Plan is the core plan for managing all serious incidents / events within Poweshiek County.
- Other local jurisdictional plans provide details for response protocols, technical guidance, lines of authority, etc., for responding to and managing specific situations. These plans may be implemented concurrently but are subordinate to this Plan
- When a State or Federal Declaration of Disaster, State of Emergency, or Declaration of War is made the County Plan will be subordinate to the State of Iowa Emergency Response Plan or National Response Framework.

☐ Documentation - Each jurisdiction will be responsible to maintain cost documentation for the resources used, personnel, etc.☐ Cooperation

- All jurisdictions within Poweshiek County are subject to the authorities cited on page 8 of this Plan and local mutual aid agreements. Therefore, all jurisdictions are obligated to support and operate within the policies and procedures of this plan

Here is how our response will be structured

☐ **Local Response – *How the response effort will be initiated***

- Local Incident Commander[s] will establish 'Command' and will operate from a Command Post
- When the resources needed to manage the incident exceed local capabilities the Incident Commander will activate mutual aid which includes all jurisdictions within Poweshiek County
- In the event this will not meet the needs of the incident the local Incident Commander will cause the notification of the Emergency Management Coordinator and activation of the Emergency Operations Center
- Requests for Emergency Operations Center activation will initiate the process for implementing the Emergency Operations Plan to the necessary level.

☐ **Plan Activation - *To what level the Plan is implemented***

NOTE: THIS PLAN IS ALWAYS IN EFFECT and does not require formal activation. The principles and concepts within this Plan are used to coordinate the activities of local jurisdictions and their agencies in day-to-day operations. The level to which the plan is activated will be based on the needs of the incident.

☐ **Emergency Operations Center - *How we will manage a large scale multi-agency and / or multi-jurisdictional response***

The Emergency Operations Center will be used to coordinate the activities and resource needs of the incident. Detailed procedures for operation of the EOC are located in Emergency Support Function # 5 - Incident Management

➤ EOC Activation

The EOC will be activated in the following manner:

Authorization - The following individuals may request the EOC be activated.

- Emergency management Coordinator / Designee
- Chief Elected Official / Designee
- Incident Commander

Notification Procedure

Requests to activate the EOC will be made through the Poweshiek County Communications Center or Poweshiek County Emergency Management. The Communications Center and Emergency Management maintain contact information and notification procedures.

Initial Reporting Requirements

When EOC activation is requested by a local jurisdiction the minimum reporting requirements include:

- Emergency Management Coordinator / Designee
- Elected Official / Designee of the requesting agency jurisdiction
- Representative from the primary response agency

Subsequent notifications will be determined based on an assessment of the situation and will be the responsibility of the above

➤ **EOC Facilities**

Location - The EOC is the facility that is used to coordinate the response to a major emergency or disaster situation. There are two Emergency Operation Centers located in Poweshiek County:

Poweshiek County Safety Center
4802 Barnes City RD
Montezuma, IA

Grinnell Public Safety Building
1020 Spring Street
Grinnell, IA

They are equipped identically and can sustain 24/7 operation and are equally accessible for use as needed. The Emergency Management Coordinator will determine which EOC to activate upon conferring with initial reporting parties, Grinnell City Administration and Sheriff Department representatives.

➤ **EOC Operational Levels**

A graduated approach to managing emergencies and disasters will be used. As the potential severity of the emergency or the demand on local resources grows, the need for coordination activities within the EOC will increase. The EOC Director will determine the operational level of the EOC based on incident severity, complexity, and / or duration.

Level 1 (monitoring): small incident or event, at a single site with two or more agencies involved. Examples: flood, severe storm, interface fire, escalating incident

Level 2 (partial): moderate event, with two or more sites involved, several agencies involved, limited evacuations, resource support required. Examples: major storm with damage, isolated hazmat incident, major sporting event, active shooter.

Level 3 (full): major event, even regionalized, multiple sites, multiple agencies involved, extensive evacuations, resource support required. Examples: major hazardous materials leak, severe storm damage, major fire in high occupancy building(s)

➤ **EOC Functions**

When the EOC is set up and operational the EOC is to facilitate the following functions:

- Overall coordination of emergency activities
- Establishment of priorities
- Coordination with other agencies and jurisdictions, including requests for state and federal resources
- Collection, evaluation and dissemination of information
- Implementation of policy as established.
- Coordination of the integration with Regional / State / Federal Response Plans

➤ **EOC Organizational Structure**

Specific and detailed information regarding EOC Operations will be addressed in ESF # 5 Incident Management. This information will also be in a separate binder located in each EOC.

➤ **Emergency Support Functions**

The Poweshiek County Emergency Operations Plan groups the capabilities of local departments and agencies into Emergency Support Functions (ESF) to provide the planning, support, resources, and emergency services that are most likely to be needed.

- See Section 2 - Emergency Support Functions [page 28] for a complete description of Emergency Support Functions, scope of operations, and who has responsibilities under them.

- **Deactivation** The level of operation within the EOC may deescalate as the transition to the recovery phase occurs. The recommendation to deactivate or change activation level is made by the EOC Manager to the Chief Elected or Appointed Official.

Strategic Goal # 5

Requesting Assistance

Here is where and how we will obtain assistance

Citizen Volunteers

There are not any established citizen volunteer groups within Poweshiek County. In the event of an incident that generates a significant number of citizens who wish to assist in operations or to provide assistance to victims, ESF # 7 - Resource Management will be implemented. This ESF has a volunteer management as well as a donation management component. These are also stand-alone plans as part of the overall Comprehensive Emergency Management Plan.

Local Mutual Aid

The County and all municipalities within Poweshiek County are signatories to a county wide mutual aid agreement. Requests for assistance may be made directly from agency to agency unless the EOC is activated. At that time all resource requests will be coordinated through the EOC. In addition, all Public Safety entities within the County are under separate mutual aid agreement. A number of these agencies have mutual aid agreements with neighboring public safety agencies outside of the county.

Iowa Mutual Aid Compact

All political subdivisions within the county participate in the Iowa Mutual Aid Compact (IMAC). If resources within the county are insufficient for disaster response and recovery operations, mutual aid will be requested and /or coordinated through the State Emergency Operations Center [if activated] or directly from other local jurisdictions in the State.

Information regarding IMAC and associated forms may be located at:

http://homelandsecurity.iowa.gov/programs/emac_imac.html

In addition, hard copy of the necessary IMAC forms are located in the EOC. All requests for IMAC resources MUST go through the Poweshiek County Emergency Management Agency.

Disaster Task Force

Poweshiek County has entered into a four county Mutual Aid Response Group consisting of Jasper, Mahaska, Marion, and Poweshiek Counties. Each county has established a Disaster Task Force comprised of various response resources such as ambulances, law enforcement vehicles, fire and rescue apparatus, along with an appropriately and

adequately qualified staff to respond as a mutual aid resource with one of the participating counties as an IMAC request through Emergency Management. A request for a task force must be done by the Incident Commander (IC) through Emergency Management. The Central Iowa Mutual Aid Response Group operates under its own operational guidelines.

Private Sector

Private sector and private nonprofit organizations may provide resources upon request of the emergency management coordinator and the EOC staff. Included among these are the American Red Cross, the Salvation Army, various church-related groups, and Chamber of Commerce, etc.

State Assistance

Requests for state assistance will be forwarded through the emergency management coordinator to the state duty officer. The requests will be confirmed and authorization for the use of state resources will be made by the Governors Office.

KEY: When activated all requests for assistance will go through the EOC or Emergency Management Coordinator

Recovery

An integral part of this plan is what we do to recover from the effects of a disaster and restore our communities to pre-disaster status.

Once the emergency or disaster is under control, EOC Staff will initiate all recovery actions necessary to return the affected area to normal status. Recovery and response operations may typically overlap. As an example, debris removal may begin in conjunction with on-going response operations.

If state and/or federal assistance is provided, the chief elected official, or representative, will coordinate with state or federal officers for recovery operations.

The Recovery Plan with incorporated Recover Support Functions (RSF's) provide a detailed outline as to how the disaster recovery and reconstruction will be coordinated and managed among the jurisdictions in Poweshiek County. The RSF's under the Recovery Plan are:

- RSF-Basic Plan (2024)
- RSF- Economic Recovery Annex (2023)
- RSF- Infrastructure Systems (2025)
- RSF- Cultural and Natural Resources (2026)
- RSF- Housing (2027)
- RSF- Health and Social Services (2027)

Each of these are based on updated guidance and requirements from the Iowa Department of Homeland Security and Emergency Management and were initiated in 2023. Each RSF has a corresponding year in which the support function is to be developed and implemented.

Section 2 Emergency Support Functions

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An Introduction - Emergency Support Functions

Emergency Support Functions

ESF # 1	Transportation
ESF # 2	Communication
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ESF # 4	Fire Services
ESF # 5	Emergency Management
ESF # 6	Mass Care, Housing, and Human Services
ESF # 7	Resource Management
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ESF # 9	Search and Rescue
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ESF # 15	Public Information

Section 2 Emergency Support Functions

INTRODUCTION

Emergency Support Functions

The Base Plan outlines the Base concepts, roles, responsibilities, processes, and coordinating structures for managing emergency incidents. The Emergency Support Functions are annexes to the Base Plan and are the primary means through which assistance and support is provided. These annexes were established as an effective way to group capabilities and resources into the functions that are most likely needed during actual or potential incidents.

The annexes may be selectively activated based on their need.

For example, a large-scale natural disaster may require the activation of all emergency support functions. A localized incident may only require activation of a few emergency support functions.

The following table provides the general scope of each Emergency Support Function

<i>ESF</i>	<i>SCOPE</i>
ESF 1 – Transportation	Civil transportation support Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
ESF 2 – Communications	Restoration/repair of telecommunications infrastructure Protection, restoration, and sustainment of public safety communications and resources
ESF 3 – Public Works	Infrastructure protection and emergency repair Infrastructure restoration Engineering services, construction management
ESF 4 – Firefighting	Firefighting activities Resource support
ESF 5 – Emergency Management	Coordination of incident management efforts Management of Emergency Operations Center
ESF 6 – Mass Care	Human Services Sheltering
ESF 7 – Resource Support	Resource procurement and management

ESF 8 – Public Health and Medical Services	Public Health Medical (EMS and Hospitals) Mortuary services Mental Health
ESF 9 – Search and Rescue	Locating and removing people from dangerous or threatening environments
ESF 10 – Hazardous Materials Response	Hazardous materials response Environmental safety and cleanup
ESF 11 – Agriculture	Nutrition assistance Animal and plant disease / pest response Food safety and security
ESF 12 – Energy and Public Utilities	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast
ESF 13 – Law Enforcement and Security	Warnings – Notifications – Evacuations Facility and resource security Security planning and technical and resource assistance Public safety/security support Support to access, traffic, and crowd control
ESF 14 – Business/Infrastructure	Social and economic community impact assessment Long-term community recovery assistance to local governments, and the private sector Mitigation analysis and program implementation
ESF 15 – Public Information	Emergency public information and protective action guidance Media and community relations Support to on-scene incident management

Each Emergency Support Function identifies a coordinator and the primary and support agencies pertinent to that specific Emergency Support Function

Emergency Support Function Coordinator

The Emergency Support Function Coordinator is the primary contact and coordinator for that particular emergency support function. Responsibilities are on going throughout the preparedness, response, and recovery phases of incident management. The role of the coordinator is carried out through a “unified command” approach to management of that ESF.

Primary Agencies

A primary agency has significant authorities, roles, resources, or capabilities for a particular function. Emergency Support Functions may have multiple primary agencies, and the specific responsibilities of those agencies are outlined within the relevant Emergency Support Function Annex.

Support Agencies

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the Emergency Support Function.

THE ESF CONCEPT OF OPERATIONS

The ESF structure allows the utilization of many Incident Command System concepts in the EOC. An effective span of control is maintained by consolidating all of the agencies with emergency responsibilities into branches or groups with the ESF Coordinator or Primary Agency representative being responsible for activation and organization within the group.

ESF STANDARD OPERATING PROCEDURES

Each agency is responsible for developing its own respective Standard Operating Procedures (SOPs) or Guidelines (SOGs) for carrying out its assigned responsibilities as outlined in each ESF. The lead agency, however, is also responsible for the following:

- 1** Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the response to a disaster (with respect to that particular ESF).
- 2** During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups.
- 3** Compiling documentation relative to the ESF group's activities during the emergency.

Each ESF Group is required to develop a Standard Operating Procedure (SOP) for use during ESF activation. The primary responsibility for the development of this document lies with the lead agency in the individual ESFs.

© Each individual agency is responsible for developing specific SOPs/SOGs and implementing procedures for use in deploying that agency's assets and resources in times of emergency.

© Each agency shall maintain control of its own personnel and assets during emergency operations. Further guidance concerning agency SOPs/SOGs may be found in the Base Plan.

NOTE; Due to the need for confidentiality regarding operational plans and contact information contained in the ESF's they are only distributed to those primary and Support Agencies. Elected and /or authorized personnel may access and review the ESF's at the EMA Office.