

Poweshiek County Emergency Management Commission

Plan Adoption Document

2025

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 19th day in the month of Feb. in the year 2025. This plan shall become part of the county emergency response and emergency operations plan once adopted.

Plans or ESFs Adopted:

ESF 3: Public Works; Including all attachments and appendices

Dawn Hamilton
Chairperson, Emergency Management Commission

02/19/25
Date

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Poweshiek County Emergency Management Agency

Emergency Support Function 3

Public Works

2025



Table of Contents

Section One

Primary / Support Agencies.....	3
Purpose.....	3
Scope.....	3
Situation.....	4
Assumptions.....	4
Policies.....	5
Concept of Operations.....	5
Annex Maintenance.....	12
Authorities / References.....	12

Section Two - Appendices

Appendix A	Responsibilities / Duties Quicksheet
Appendix B	EOC Position Checklist
Appendix C	Resource List - Contacts
Appendix D	Critical Infrastructure

Section Three - Attachments

Attachment 1 Debris Removal Guidelines
Attachment 2 Damage Assessment Guidelines

Poweshiek County 2025

ESF Coordinator

Poweshiek County Emergency Management

Primary Agencies

Primary agencies that will take the lead in developing and implementing this ESF

Poweshiek County Engineer's Office
Poweshiek County Emergency Management
Municipal Public Works Departments

Support Agencies

Major Agencies to support the Primary Agencies

Municipal Parks and Recreation Departments
Municipal/Private Sector Sanitation Departments
Municipal/Rural Water Departments
Municipal/Rural Wastewater Departments
Municipal/Rural Building/Inspection/Permitting/Zoning Departments
Iowa Department of Transportation
SW Iowa Transfer Station
Private Sector Contractors
Non-Governmental Organizations (VOAD/COAD, etc.)

Purpose

Why are we writing this ESF?

The purpose of the ESF #3 Public Works and Engineering Annex is to establish how Public Works and Engineering activities will be coordinated to meet the needs generated by disasters affecting Poweshiek County.

Scope

What does the ESF #3 – Public Works and Engineering annex cover?

This ESF is not meant to establish specific operating procedures but to provide framework that will provide guidance, coordination, and communication among the responding agencies, departments, and jurisdictions. This plan applies to all phases of incident management to include preparedness, response, and recovery. Typical activities in this ESF plan will require close working

relationships and coordination, collaboration, and communication with ESF 1-Transportation; ESF 7-Logistics; ESF 12-Energy/Utilities; RSF 2-Infrastructure Systems. Activities included in the scope of this plan primarily comprises of two core functions: critical infrastructure damage assessment and repair/restoration, and debris management.

Situation

What is creating the need for this plan?

Poweshiek County is faced with a number of hazards that may require public works support. The County has identified critical public infrastructure and resources to be protected and prioritized during an emergency event or disaster to the extent possible. Considerations that should be taken into account when planning for and implementing ESF 3 activities include, but are not limited to:

- A significant disaster or emergency situation may overwhelm local damage assessment and engineering capacity.
- Debris may make transportation routes impassable and require public works equipment to move debris.
- Critical public infrastructure may be affected, damaged, or destroyed due to the impacts of a disaster or emergency.
- Unsafe and unknown conditions may persist throughout a community as weakened or destroyed structures, homes, buildings, roads, bridges and other infrastructure are impacted from the event and await repair/restoration, or demolition and removal.
- A large amount of debris may be present after an emergency or disaster that must be collected, sorted, recycled or disposed of properly including potentially hazardous materials/substances.
- Local equipment used for repair and restoration, or debris removal may have become damaged or inadequate for the disaster or emergency event.
- Coordination, communication, and collaboration with multiple other ESF's and the private sector will be necessary for the successful implementation of this plan.

Assumptions

What can we realistically assume when planning?

The timely and coordinated deployment of public works resources will have a direct impact on the ability to respond to and recover from a disaster. Some emergencies and disasters may no affect all public works infrastructure at once or have a significant impact on all services. To that end, ESF 3 is based on the following assumptions

- Public works departments will utilize their existing directives and procedures to the extent possible when responding to emergencies or disasters. Public works departments will work within the framework of the Incident Command System when operating during a disaster or emergency.

- Debris management and removal will be a large portion of ESF 3's responsibility post disaster. The amount of debris resulting from a disaster could exceed an individual community's capability of removal, sorting, collection, recycling, and disposal of the debris. To that end, cities may need to rely on mutual aid from county or other cities for assistance, and/or contract with private contractors to play a significant role in the debris management and removal process.
- Damage assessment of the disaster area will be required to determine potential workload.
- In many locations, debris clearance and emergency road repair will be given top priority to support immediate life-saving emergency response activities.
- Following disasters that cause significant debris, existing disposal sites may not provide effective debris management solutions because of the capacity limitations and their need to provide continuous waste management operations for day-to-day debris generation.
- A major emergency or disaster may cause extensive damage to property and infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced to demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged or be partially or fully inoperable.

Policies

What policies are in place that will govern preparedness, response, and recovery efforts?

Each unit of local government is responsible for its own public works infrastructure and has primary responsibility for incident preparedness, response, and recovery activities.

When responding to an incident of countywide significance, the Authority Having Jurisdiction will lead other municipal or county resources in response and recovery efforts. Each jurisdiction maintains control over their individual resources, however, will operate in accordance with the Incident Action Plan, goals, objectives, and tasks set by the Authority Having Jurisdiction and Incident Command.

County and municipal public works agencies provide services to public land, parks, roads, bridges, lighting (street and traffic control devices), signs, and other duties under their respective jurisdiction. Public works response to private property problems only occurs when a county or municipal facility or structure is causing a problem, or when life or public health is imminently threatened, or as requested by fire/rescue, law enforcement, or emergency management.

The Authority Having Jurisdiction is responsible for obtaining emergency environmental and historical preservation waivers and legal clearances/permits needed for disposal of materials and demolition activities in their respective jurisdiction.

Concept of Operations

This section will describe how the Primary and Support Agencies will organize and work to support the overall preparedness, response, and recovery efforts.

To the extent possible, ESF 3 departments and organizations will follow their normal day-to-day policy and procedures in carrying out assigned tasks. Conflicts regarding mission, tasks, priorities and responsibilities will be forwarded to the Emergency Operations Center (EOC) Executive Group (if activated) or the Incident Commander.

Roles and Responsibilities

The county has identified primary and support agencies and community partners to ensure ESF 3 related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This plan does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary Agency:** Agency(s) may be assigned as the primary agency based the agency's responsibilities, authority, jurisdiction, functional expertise, resources, and capabilities in managing the assigned tasks and activities. Primary agencies may not be responsible for all elements of a given function and will work with supporting agencies to manage capabilities and resources to support ESF 3 related activities. Primary agencies may operate in a supporting role during mutual aid requests to other jurisdictions to support ESF 3 activities.
- **Support Agency:** Agency(s) may be assigned if they have a substantial support role during incidents based on their capabilities and resources. Organizations with a self-defined mission that includes emergency or disaster response and/or recovery efforts that may receive formalized tasking by governmental agencies based on their capabilities and resources.

When Public Works services are needed in an incident response or recovery, An Incident Command Post (ICP) or Emergency Operations Center (EOC) will be established to coordinate ESF 3 related tasks and activities. Public Works may use local contractors to supplement its capabilities and utilizing mutual aid for unmet needs. Emergency Management should be utilized to coordinate response and recovery efforts related to ESF 3.

ESF 3 has a primary mission on assessing and restoring vital lifeline systems to the community, with an emphasis on damage assessment of critical public facilities, roads, bridges, and debris management. ESF 3 also supports ESF 1: Transportation in transportation route clearance, traffic control and flow, and law enforcement and fire/rescue in evacuation routes. Other general roles and responsibilities of ESF 3 are, but not limited to:

- Damage assessment of critical public infrastructure, facilities, roads, bridges, and other public infrastructure and equipment. Coordination with other organizations to conduct the same. (i.e., schools, hospitals, nursing homes, etc.)
- Assist in damage assessment of private structures, businesses, and infrastructure.
- Assist in stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Identification and labeling of uninhabitable/unsafe structures.

- Coordination of the traffic flow, detours, closure and repair of transportation routes and infrastructure.
- Repair and restoration of damaged public systems.
- Coordination with ESF 12: Utilities (water, power, gas, telecommunications) with debris removal, damage assessment, and restoration.
- Coordination with ESF 1: Transportation on evacuation routes, road clearance, and bypass routing.
- Coordinate and assist with debris removal and disposal including that of hazardous materials products, recycling, scrapping, and demolition.
- Prioritization of efforts to restore, repair, and mitigate city and/or county-owned infrastructure.
- Establishment of priorities and processes for issuing demolition and building permits.
- Provide technical assistance, personnel, and equipment as needed.

Preparation Activities

How will primary and support agencies prepare for the management of Public Works efforts and resources in the event of a disaster or emergency?

Preparation activities identify critical tasks that need to be performed prior to the occurrence of a disaster or emergency. This includes mitigation activities, training, exercising, and the development of plans and procedures for accomplishing tasks in the Response and Recovery phases of the incident. Primary and Support Agencies should conduct the following preparation activities:

- Develop and maintain procedures and checklists dealing with Public Works responsibilities and assigned functions.
- Develop contingency plans and procedures to keep critical Public Works infrastructure systems and equipment operating in the event of damage.
- Ensure that all personnel are trained in their roles and responsibilities
- Develop and maintain a continuity of operations plan to ensure operations continue within the department(s)
- Assign personnel to function in the EOC or ICP to assist in coordination of Public Works related issues and tasks.
- Maintain an updated list of resources and critical infrastructure.
- Participate in exercises, trainings, and events. Recommended ESF 3: Public Works related trainings are:
 - ICS 100; ICS 200, NIMS 700; NIMS 800; IS-235; IS-552; IS-554, IS-556; IS-558; IS-559; IS-632; IS-633.

Response Operations

How will Public Works related objectives be coordinated?

Response operations for this ESF will be conducted from either an Incident Command Post (ICP) located somewhere near the incident or the Emergency Operations Center (EOC).

Activation of the EOC

The Poweshiek County EOC may be activated to support field operations and serve as the central location for inter-agency/departments coordination and executive level policy and decision making. ESF 5-Incident Management outlines in greater detail the functions and responsibilities of the EOC. Refer to that plan for further guidance. The EOC will be activated under the following general guidelines.

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. The Communications Center maintains contact information and notification procedures for all jurisdictions within the county. Requests for activating the EOC may also go through the Poweshiek County Emergency Management Agency who maintains contact information for all EOC personnel and maintains a notification program through Alert Iowa.

Initial Reporting Requirements

When EOC activation is requested the minimum reporting requirements to the EOC include:

- Emergency Management Coordinator / Designee
- Elected Official / Designee of the requesting agency jurisdiction
- Representative(s) from the primary response agency
- ESF Coordinator as determined by the response type
- Specific requests by the authorized entity activating the EOC

Subsequent notifications to report will be determined on an assessment of the situation and will be the responsibility of the above to notify the appropriate agencies /personnel to report

EOC Facilities- There are two Emergency Operation Centers located in Poweshiek County. The primary county EOC is listed first and the secondary is listed second. Based on the location and complexity of an incident it will be determined by elected officials and Emergency Management which EOC to utilize. Both EOC's are equipped similarly and can sustain 24/7 operation and are equally accessible for use as needed.

Poweshiek County Public Safety Bldg.
4802 Barnes City Rd
Montezuma, IA 50171

Grinnell Public Safety Bldg.
1020 Spring St
Grinnell, IA 50112

EOC Operations

How will the Public Works group organize within the EOC?

The Emergency Operations Center will serve as the central location for interagency coordination and decision-making, including all activities associated with ESF 3.

EOC Functions

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

- Overall coordination of emergency response and/or recovery efforts.
- Establish incident priorities.
- Provide for executive policy / decision making.
- Coordination with other agencies and jurisdictions, including requests for state and federal resources.
- Collection, evaluation and dissemination of information.
- Resource procurement and allocation.
- Coordination of the integration with Regional / State / Federal Response Plans.

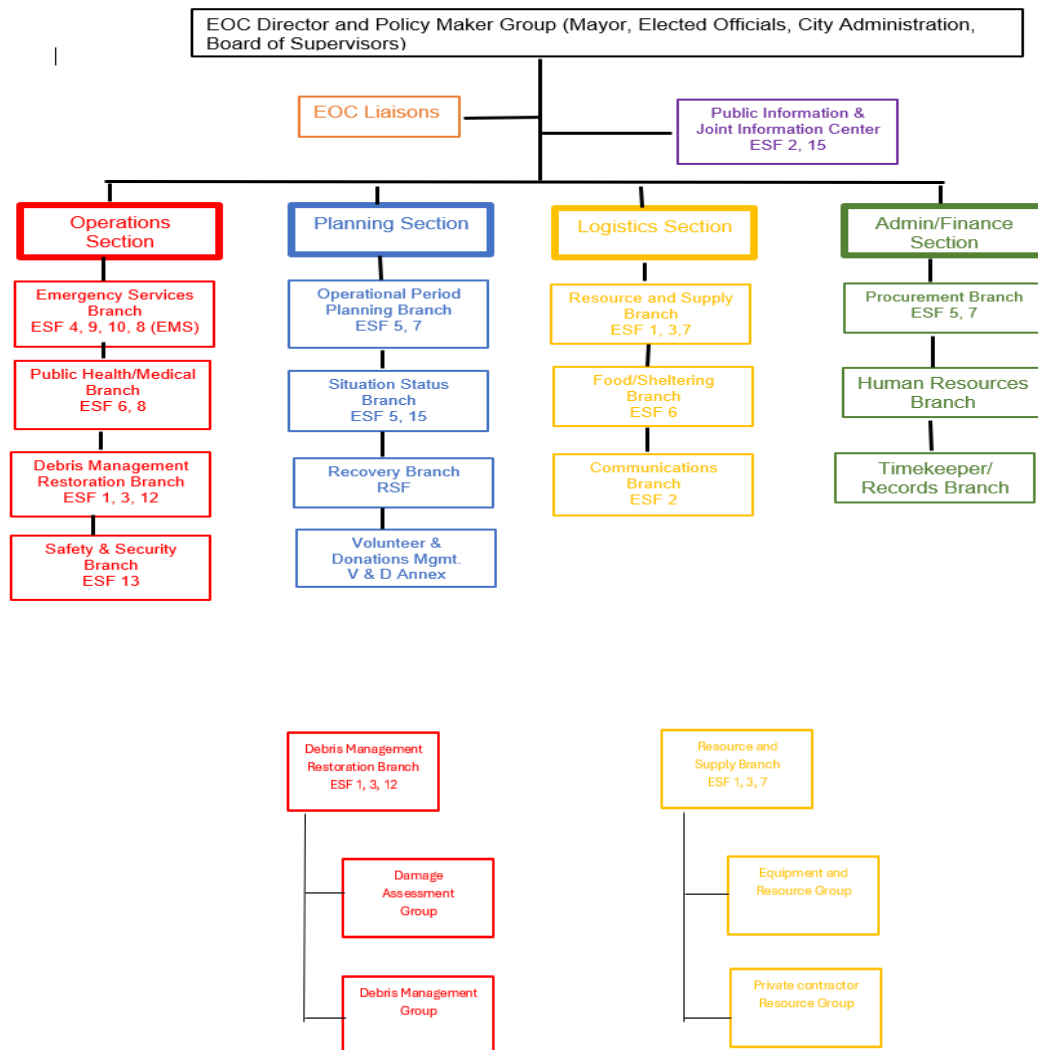
EOC Operational Levels

To be consistent with ICS principles, a graduated approach to managing emergencies and disasters will be used. As the scope and complexity of the situation escalates, staffing levels within the EOC will increase as needed.

Level	Description	Minimum Staffing
1 (Monitor)	Small incident or event One Site One or more agency involved Potential threat of: Severe storm Escalating incident	Emergency Management (EOC Director) Additional Staff as Requested
2 (Partial)	Moderate event Two or more sites Several agencies involved Major scheduled event Limited evacuations Resource support required	EOC Director Requested ESF Groups Section Chiefs (as needed) Senior Elected Officials PIO
3 (Full)	Major event/incident Multiple Sites Regional disaster Multiple agencies involved Extensive evacuations Resource support required	EOC Director All ESF Groups All Section Chiefs Policy Group (elected officials) Liaison Officer All EOC General Staff

EOC Organization

In our EOC, ESF 3 Public Works is under two sections-Operations and Logistics. One person may serve in both roles (dual role) or require one person under each section (single role) depending on the size, severity, complexity of the incident or availability of personnel.



Communications

Before the EOC is active, Primary and Support Agencies will communicate with other local agencies and state counterparts following normal day-to-day communication practices and procedures.

Communications may be informal and direct to the intended party when exchanging information, obtaining resources. Typically, informal communications will occur when there is need to:

- Communicate with support agencies operating within the Public Works Group.
- Coordinate closely and directly with other active ESF groups within the EOC.
- Communicate outside the EOC with field staff, other agencies, or individuals to obtain resources, information etc. that may be needed to assist in the development or implementation of plans.

FORMAL COMMUNICATIONS: For any communication requiring change to the status of the Operational Plan - Communications will follow the chain of command.

Note: All Public Information will be coordinated through the EOC - Public Information Officer as outlined in ESF 15 – Public Information and ESF 5 – Emergency Management.

It is important to note that the Public Works ESF will be responsible for communicating with the PIO and Joint Information Center (JIC) to inform the public of debris collection, removal, and disposal processes, procedures, and locations and to encourage recycling.

Mission

When activated the ESF 3- Public Works Group will operate within the EOC.

The primary mission of the Group will be to coordinate with appropriate primary and support agencies, local governments, the private sector, and state agencies to obtain needed resources and assistance as needed to complete incident objectives.

ESF 3 General Response Objectives

Typical incident objectives that need to be performed by the Public Works ESF include but are not limited to:

- ☐ Recall off-duty personnel
- ☐ Evaluate status of current resources and equipment to support ESF 3 activities
- ☐ Conduct Damage Assessment of critical infrastructure and public facilities for damage immediately following the occurrence of a natural disaster.
- ☐ Clear debris from roads, streets, culverts, and storm sewers.
- ☐ Coordinate with ESF 12 on debris removal and restoration of power/gas utility
- ☐ Coordinate with ESF 12 on debris removal and restoration/repair of water/sewer utility
- ☐ Coordinate with ESF 1 by supporting traffic control measures and provide signs for closures, detours, routes, security, etc.
- ☐ Furnish equipment and operators to assist fire/rescue and law enforcement in search and rescue operations
- ☐ Coordinate the repair/restoration of public facilities and infrastructure.
- ☐ Support public messaging related to ESF specific activities
- ☐ Document personnel and other costs related to the emergency or disaster for possible federal disaster assistance reimbursement.
- ☐ Report to the EOC or ICP the need for additional resources.

- ☐ Provide technical assistance regarding closures, restrictions, and priority repairs and restoration.
- ☐ Assist ESF 1 with any transportation related activities

ESF 3 General Recovery Objectives

This section involves the Public Works related actions needed to help individuals and communities recover as soon as possible. Typical recovery objectives include, but are not limited to:

- ☐ Continue to coordinate public works equipment, supplies and personnel
- ☐ Coordinate with the EOC/ICP debris removal, collection, and disposal.
- ☐ Continue to perform tasks necessary to expedite restoration of utility infrastructure
- ☐ Assist with private business and residential damage assessments
- ☐ Assist with long-term recovery needs
- ☐ Return borrowed, or mutual aid resources and those obtained through agreement, lease, or rental when those resources are no longer required.
- ☐ Participate in after-action meetings and prepare after action reports as requested.

Annex Maintenance

How will this plan be maintained?

Maintenance

The ESF 3 Coordinator will be responsible for the review of this plan on an annual basis. Revisions will be made, and the updated plan forwarded to the Emergency Management Agency.

- Dissemination of the updated plan will be made by the Emergency Management Agency following the guidelines outlined in the Basic Plan
- Significant operational changes in the plan resulting from exercises or actual events will be accomplished through the ESF 3 planning personnel.

Exercises

The Poweshiek County Emergency Management Agency Coordinator will coordinate and integrate the exercising of this plan as part of other ESF or incident specific exercises.

Authorities / References

Where did we get the information and authority to develop this plan?

See Basic Plan