



# **INTRODUCTION TO HOMELAND SECURITY AND EMERGENCY MANAGEMENT FOR LOCAL OFFICIALS**

**2012**

*The Introduction to Homeland Security and Emergency Management for Local Officials* is designed to be an introductory resource for local elected officials regarding homeland security and emergency management in Iowa. Any further questions regarding homeland security and emergency management in a local jurisdiction should be directed to the County Emergency Management Agency or to Iowa Homeland Security and Emergency Management.

THIS DOCUMENT IS A REFERENCE DOCUMENT ONLY, AND DOES NOT IN ANY WAY SUPERSEDE OR REPLACE EXISTING COUNTY OR LOCAL EMERGENCY POLICIES, PLANS OR PROCEDURES.

# INTRODUCTION

Dear Local Official,

Whether elected, appointed or hired, local officials have many vital roles to play in their communities. As a local official, you now have a unique opportunity to help shape policy and affect change for the citizens of your community. One of the most vital, yet often overlooked roles is the responsibility held by local officials for emergency management. Emergency management is one of those programs that is very easy to “put on the back burner” or “put on hold for next year” in the face of more pressing issues. Sometimes, emergency management is never even considered an issue unless there is three feet of water sitting in Main Street. However, ensuring that a community or county is ready for both natural and man-made disasters is one of the most important jobs that local officials can have. The facts are clear: Iowa is susceptible to many types of disasters that can have devastating effects on our communities and citizens. Luckily, the State of Iowa already has a system in place to assist officials in ensuring that their communities are prepared. You play a vital role in this system.

The purpose of the *Introduction to Homeland Security and Emergency Management for Local Officials* is to provide you with information regarding this system. Inside, you will learn about local and state emergency management and homeland security; the phases of homeland security and emergency management; hazards that affect the state; comprehensive planning requirements; emergency declarations; available state and federal assistance; and other important topics that will help you become more versed in homeland security and emergency management in Iowa.

This book will not answer all of your questions, but it is a good starting point. If you’re looking for further information, a good starting point is your local emergency management coordinator.

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# SECTION 1

## THE PHASES OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT

Preparing a community for emergencies and disasters is a cyclical process that begins long before the incident occurs, and continues long after the main incident is over. Many activities make up a successful homeland security and emergency management program. These activities can be categorized into four main phases:

### **Prevention/Mitigation**

Prevention, quite simply, includes activities that prevent a disaster or attack from taking place. Mitigation includes activities that avoid, eliminate, reduce the probability of occurrence, or lessen the effects of an emergency or disaster. It involves actions to protect lives and property, and to defend against attacks. Prevention and mitigation also involve applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations, heightened inspections, improved surveillance and security operations, investigations to determine the full nature and source of the threat, public health surveillance and testing processes, immunizations, isolation, or quarantine, and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity.

### **Preparedness/Protection**

Preparedness and protection activities serve to develop and/or enhance the response capabilities needed in the event of an emergency or disaster. Preparedness and protection includes planning, training, exercising, and developing public information programs and warning systems.

### **Response**

Response activities help to reduce casualties and damage, and expedite recovery. Response activities include warning, evacuation, rescue, research management and other similar operations and emergency support functions contained in the local Emergency Operations Plan.

**Recovery**

Recovery includes both short-term and long-term activities. Short-term operations seek to restore critical services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to as much of a pre-disaster condition as possible. The recovery period is an opportune time to institute mitigation measures, particularly those related to the recent emergency/disaster. Recovery actions include, but are not limited to, temporary housing and food, restoration of vital and non-vital services and reconstruction of damaged areas.



## SECTION 2

# RECOGNIZED HAZARDS IN THE STATE OF IOWA

The foundation of a comprehensive emergency management/homeland security program is the analysis of hazards and risks to the community. The following is a list of recognized potential hazards in the State of Iowa. These hazards are used for planning purposes, to develop vulnerability analyses, and to develop plans and guidelines at the state, county, and local levels of government. During the planning process, each individual county/community will do its own analysis on specific vulnerabilities. Please review your community or county mitigation plan to see a hazard analysis for your jurisdiction.

### NATURAL

Thunderstorms/Lightning	Levee/Dam Failure
Tornadoes	Extreme Heat
Windstorms	
Hail	
Severe Winter Storms	
River Flood/Flash Flood	
Drought	
Agricultural Disaster	

### HUMAN-CAUSED - ACCIDENTAL

Fixed Hazardous Materials Incident  
Transportation Hazardous Materials Incident  
Fixed Radiological Incident  
Transportation Radiological Incident  
Railway/Air/Waterway Transportation Incident

### HUMAN-CAUSED - INTENTIONAL

Public Disorder  
CBRNE (Chemical, Biological, Radiological, Nuclear, Explosive) Terrorism  
Cyber Terrorism  
Agricultural Terrorism

### OTHER /COMBINATION

Human Disease – Epidemic	Pipeline Transportation Incident
Animal Disease – Epidemic	Energy Failure
Structural Fire	Communication Failure
Structural Failure	Wild land/Grass Fire

## SECTION 3

# LOCAL EMERGENCY MANAGEMENT COMMISSIONS

Iowa Code, Chapter 29C.9 calls for the establishment of Local Emergency Management Commissions to oversee local emergency management functions within each county. The Commission is comprised of a member of the County Board of Supervisors, the sheriff, and the mayor from each city within the county. This commission should not be confused with Local Emergency Planning Commissions (LEPCs). More information on what an LEPC is can be found in Section 10 of this book.

According to Iowa Code 29C.10, the Emergency Management Commission shall appoint an emergency management coordinator and delegate their authority in order to fulfill the Commission's duties as described in the Code of Iowa and the Administrative Rules. When a disaster or emergency occurs, the emergency management coordinator shall provide coordination and assistance to the governing officials of the municipalities and the county.

Examples of the functions and responsibilities of Commissions (and normally implemented by coordinators) as outlined in the associated Iowa Administrative Code, Section 605, Chapter 7 include:

- Develop and maintain the Comprehensive Emergency Plan, and test this plan through exercises
- Develop and establish a warning system
- Assist other governmental entities within the county in developing organizational plans and training programs
- Develop standard operating procedures for the Emergency Operations Center (EOC) and supervises EOC operations
- Maintain inventory of resources (resource management)
- Prepare and present an agency budget
- Maintain liaison with local, county and state offices
- Direct training of staff and volunteers, and assist cities and the county with its training programs
- Prepare informational material for dissemination to the public
- Meet with interested groups to explain the emergency management program and enlist their support and cooperation

These functions can only be accomplished with substantial support from local officials.



## SECTION 4

# EMERGENCY MANAGEMENT COORDINATOR

Iowa Code 29C.10 designates that the commission or joint commission shall appoint an emergency management coordinator who shall serve at the pleasure of the commission and shall be responsible for the development of the emergency operations plan, coordination of emergency planning activities, and provide technical assistance to political subdivisions throughout the county. When an emergency or disaster occurs, the emergency management coordinator provides coordination and assistance to the governing officials of the municipalities and the county.

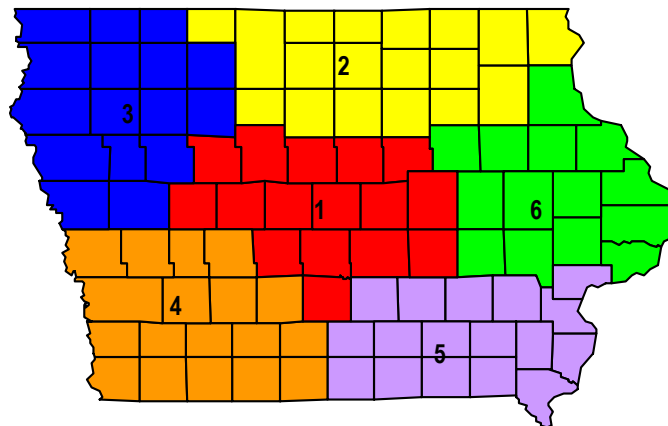
### **Potential Emergency Management Coordinator Responsibilities:**

- Advises and informs officials about emergency management activities.
- Coordinates resources from all sectors before, during, and after an emergency.
- Manages activities relating to mitigation, preparedness, response, and recovery.
- Ensures that all partners in the process:
  - ◊ Are aware of potential threats to the community;
  - ◊ Participate in mitigation and prevention activities;
  - ◊ Plan for emergencies using an all-hazards approach;
  - ◊ Operate effectively in emergency situations;
  - ◊ Conduct effective recovery operations after a disaster.
- Coordinates the planning process and works cooperatively with organizations and government agencies.
- Identifies and analyzes potential effects of hazards that threaten the jurisdiction.
- Takes inventory of personnel and material resources from private sector sources that would be available in an emergency.
- Identifies resource deficiencies and works with appropriate officials on measures to resolve them.
- Develops and carries out public awareness and education programs.
- Establishes a system to alert officials and the public in an emergency.
- Establishes and maintains networks of expert advisors and damage assessors for all hazards.
- Coordinates review of all local emergency-related authorities and recommending amendments, when necessary.

## SECTION 5 EMERGENCY MANAGEMENT DISTRICTS

The Iowa Emergency Management Association (IEMA) has divided the State of Iowa into six emergency management planning districts, which meet regularly as a venue for discussion of issues pertaining to planning, training and exercising on a multi-county basis. In 2005, Iowa consolidated counties into six homeland security regions for additional planning and funding-related purposes. The regions have the same footprint as the districts.

### Homeland Security Districts/Regions



**District 1** (Boone, Calhoun, Carroll, Dallas, Greene, Grundy, Hamilton, Hardin, Jasper, Marshall, Polk, Poweshiek, Story, Tama, Warren, Webster)

**District 2** (Allamakee, Bremer, Butler, Cerro Gordo, Chickasaw, Emmet, Fayette, Floyd, Franklin, Hancock, Howard, Humboldt, Kossuth, Mitchell, Winnebago, Winneshiek, Worth, Wright)

**District 3** (Buena Vista, Cherokee, Clay, Crawford, Dickinson, Ida, Lyon, Monona, O'Brien, Osceola, Palo Alto, Plymouth, Pocahontas, Sac, Sioux, Woodbury)

**District 4** (Adair, Adams, Audubon, Cass, Clarke, Decatur, Fremont, Guthrie, Harrison, Madison, Mills, Montgomery, Page, Pottawattamie, Ringgold, Shelby, Taylor, Union)

**District 5** (Appanoose, Davis, Des Moines, Henry, Jefferson, Keokuk, Lee, Louisa, Lucas, Mahaska, Marion, Monroe, Muscatine, Van Buren, Wapello, Washington, Wayne)

**District 6** (Benton, Black Hawk, Buchanan, Cedar, Clayton, Clinton, Delaware, Dubuque, Iowa, Jackson, Johnson, Jones, Linn, Scott)

# SECTION 6

## COMPREHENSIVE EMERGENCY PLAN

Each county emergency management commission is responsible for writing, training on and exercising a countywide comprehensive emergency plan. Although the County Emergency Manager may author the plan, it is highly recommended that each piece of the plan is developed in coordination with all interested parties. As defined in Iowa Code, Chapter 29C.9 (8), the Plan is made up of three parts:

**Response Plan (Part A):** The response plan quickly and effectively stabilizes the situation so that there is no longer an immediate threat to life, health, safety, property or the environment. The response plan establishes functions that are needed during an emergency or disaster, identifies specific activities necessary to perform each function, assigns these activities to governmental agencies or other organizations, and addresses outside assistance channels.

Through 2015, the Part A plans will be transitioning from a functional format to an Emergency Support Function format as mandated by the National Response Framework.

**Mitigation Plan (Part B):** Mitigation plans identify and implement strategies to eliminate hazards or, when this is not possible, minimize the effects that the hazard can have on people and property. The mitigation plan is based on a hazard analysis and risk assessment that includes profiles of affected jurisdictions. The plan establishes mitigation goals and objectives and outlines strategies for hazard elimination or hazard effect reduction.

**Recovery Plan (Part C):** Recovery plans provide assistance to those affected by an emergency or disaster to “get them back on their feet.” The recovery plan identifies short-term and long-term priorities, programs and activities that facilitate the process of disaster recovery. The recovery plan is heavily influenced by state and federal programs and funding mechanisms, and includes the identification of future mitigation opportunities.

# SECTION 7

## EMERGENCY SUPPORT FUNCTIONS (ESFs)

The National Response Framework (NRF) lays out a template for emergency operations plans, broken out by Emergency Support Functions. HSEMD is releasing templates of these ESFs for counties to follow in updating their county Emergency Operations (Part A) plans. **By 2015, all county comprehensive emergency plans will be in the ESF format.** Check with your emergency management coordinator to find out which annexes have been converted to ESF format. The ESFs are as follows:

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works and Engineering
- ESF 4 – Fire Operations
- ESF 5 – Emergency Management
- ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services
- ESF 7 – Logistics Management and Resource Support
- ESF 8 – Public Health and Medical Services
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Agriculture
- ESF 12 – Energy
- ESF 13 – Public Safety and Security
- ESF 14 – Long-Term Community Recovery
- ESF 15 – Public Affairs

The NRF also includes Support Annexes for specific topics under the emergency planning umbrella. These support annexes include:

- All Hazards Planning
- Special Needs Populations
- Volunteer and Donations Management
- Private Sector Coordination
- Debris Management
- Critical Infrastructure and Key Resources

The NRF also provides for Incident Annexes for the different incidents that

may affect the jurisdiction. These include:

- Severe Weather
- Pandemic Influenza
- Mass Casualty Incident
- Mass Fatality Incident
- Cyber Incident
- Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) Incident
- Foreign Animal Disease Incident
- Terrorism Law Enforcement and Investigation

Finally, the NRF provides for Appendices, which collect various information to support and supplement the previous sections of the emergency operations plan.

# SECTION 8

## EMERGENCY MANAGEMENT

### FUNCTIONS AND RESPONSIBILITIES

**NOTE:** Because commissions have up to five years to convert their Emergency Operations Plans to ESF format, local plans may retain the following annexes through 2015. As plans are updated, these functions will be replaced with ESFs. Check with your emergency management coordinator for an update on your progress with this conversion.

These emergency support functions and responsibilities will vary slightly from Commission to Commission. Depending on the different jurisdictions in Iowa and their differing levels of capability, the entity that has the responsibility for these functions will vary as well.

**NOTIFICATION and WARNING** – Notifying the public of probable impending disaster in time to take protective action. Includes operation of all communications services for control centers and operational forces.

**Responsibility:** County sheriff or municipal police department; joint entities created by 28E agreement

**DIRECTION and CONTROL** – Management of a community's survivable recovery efforts and the operations itself.

**Responsibility:** Chief elected official; county/city manager; county/city emergency management coordinator

**EMERGENCY PUBLIC INFORMATION** – Providing information and directions to the public about appropriate protective actions. Government spokesperson to the media.

**Responsibility:** Public information officer

**SEARCH & RESCUE** – Searching for and rescuing trapped, injured, or missing people.

**Responsibility:** Fire; law enforcement

**HEALTH / MEDICAL** – Providing appropriate health and medical care or services to the stricken population.

**Responsibility:** Local public health agency; emergency medical services

**EVACUATION, TRAFFIC CONTROL, AND SECURITY** – Managing movement of people from the path of the threat or a disaster to an area of relative safety; protecting life and property; controlling movement of persons and emergency equipment necessary to protect persons and counteract the emergency situation.

**Responsibility:** Law enforcement

**FIRE PROTECTION** – Deploying firefighting resources to prevent or contain fires and rescue trapped or injured people.

**Responsibility:** Fire departments

**DAMAGE ASSESSMENT** – Monitoring and analyzing a disaster and assessing physical damage; collecting information essential to recovery efforts and future mitigation.

**Responsibility:** Assessor's office; Red Cross Disaster Assessment Teams; Emergency Management Coordinators; Public Works/Engineering; Elder Affairs/Human Services

**CONGREGATE CARE** – Providing shelter, lodging, food, clothing and sanitation to the disrupted population.

**Responsibility:** Local human service offices; Red Cross; Salvation Army, etc.

**DEBRIS CLEARANCE** – Removal of debris resulting from a disaster from public roads, highways, and facilities. Removal of debris from private property is generally the responsibility of the property owner.

**Responsibility:** Inside City Limits – City Engineer/Public Works; Outside City Limits – County Engineer/Department of Transportation

**UTILITIES RESTORATION** – Restoration of public works and utilities damaged by an emergency/disaster.

**Responsibility:** County/City Engineer; utility companies

**RADIOLOGICAL / HAZARDOUS MATERIALS PROTECTION** – Response to, containment of, and recovery from hazardous material accidents.

**Responsibility:** Local fire department and law enforcement; assistance may be provided by Iowa Homeland Security & Emergency Management Division; Iowa Departments of Public Health and Natural Resources; University of Iowa Hygienic Laboratory; Iowa State University Department of Health and Safety; several federal agencies



# SECTION 9

## LOCAL HAZARD MITIGATION PLANNING

Hazard mitigation is any sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects. This definition distinguishes actions that have a long-term impact from those that are more closely associated with immediate preparedness, response, and recovery activities. Hazard mitigation is the only phase of emergency management specifically dedicated to breaking the cycle of damage, reconstruction, and repeated damage. As such, States, Territories, Indian Tribal governments, and communities are encouraged to take advantage of funding provided by hazard mitigation programs in both the pre- and post-disaster timeframes. Together, these programs provide significant opportunities to reduce or eliminate potential losses to State, Tribal, and local assets through hazard mitigation planning and project grant funding.

State, Indian Tribal, and local governments are required to develop hazard mitigation plans as a condition for receiving certain types of non-emergency disaster assistance. Grant programs with mitigation plan requirements include:

### Stafford Act Grant Programs

- Hazard Mitigation Grant Program (HMGP)
- Pre-Disaster Mitigation (PDM) Program
- Public Assistance (PA) Grant Program

### National Flood Insurance Act Grant Programs

- Flood Mitigation Assistance (FMA) Program
- Repetitive Flood Claims (RFC) Program
- Severe Repetitive Loss (SRL) Program

The Hazard Mitigation Grant Program (HMGP) may provide funds to States, Territories, Indian Tribal governments, local governments, and eligible private non-profits following a Presidential major disaster declaration. If public infrastructure is damaged during a presidentially declared disaster, there may be opportunities to use Public Assistance grant funding to improve the repairs to the structure to prevent future damage. The Pre-Disaster Mitigation (PDM), Flood Mitigation Assistance (FMA), Repetitive Flood Claims (RFC), and Severe Repetitive Loss (SRL) programs may provide funds annually to States, Territories, Indian Tribal governments, and local governments. While the statutory origins of the programs differ, all share the

common goal of reducing the risk of loss of life and property due to natural hazards. It is important to note that the only way jurisdictions will be eligible for most of the disaster assistance available is by having a multi-hazard mitigation plan.

More information on these programs can be found on the Federal Emergency Management Agency web site at <http://www.fema.gov>.

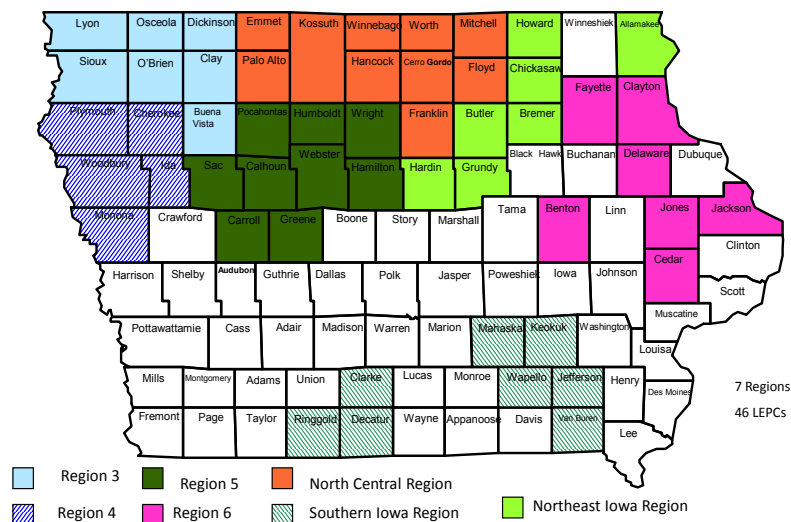
# SECTION 10

## LOCAL EMERGENCY PLANNING COMMITTEES

The Emergency Planning and Community Right-to-Know Act of 1986 (EPCRA) establishes requirements for local governments and industry regarding emergency planning and "Community Right-to-Know" reporting on hazardous and toxic chemicals. The act requires the establishment of a State Emergency Response Commission and Local Emergency Planning Committees (LEPCs) to coordinate hazardous materials planning and receipt of hazardous and toxic chemical reports. The Community Right-to-Know Act provides the public with access to information on chemicals at individual facilities, their uses, and releases into the environment. By working with facilities, communities can use the information to improve chemical safety and protect public health and the environment.

Local Emergency Planning Districts are established by the Iowa Emergency Response Commission (IERC). Each county is designated as an emergency planning district, except where multiple counties have combined to form Regional Emergency Planning Districts, with the approval of the IERC.

IOWA REGIONAL EMERGENCY PLANNING DISTRICTS



Members of the Local or Regional Emergency Planning Committees are appointed by the Iowa Emergency Response Commission. The membership on an LEPC should be diverse, to include owners and operators of the facilities that use, store or manufacture extremely hazardous substances, elected officials, and representatives of the law enforcement, emergency management, fire, EMS, health, hospital, environmental, transportation and media groups.

LEPCs are responsible for developing and maintaining the local Hazardous Materials Emergency Response Plan (ESF-10). The written plan is intended to bring together community resources to protect the public in the event of a release of extremely hazardous substances. LEPCs must meet at least twice a year and meetings are open to the public. At one of those meetings, the members must review the plan and make revisions as needed. Some LEPCs have expanded beyond their hazardous materials planning role to assist with other emergency planning initiatives in the county or region. LEPCs may apply for grants to carry out planning and training projects. They also are the point of contact for information to the public about the chemicals in their community and any releases that have taken place.

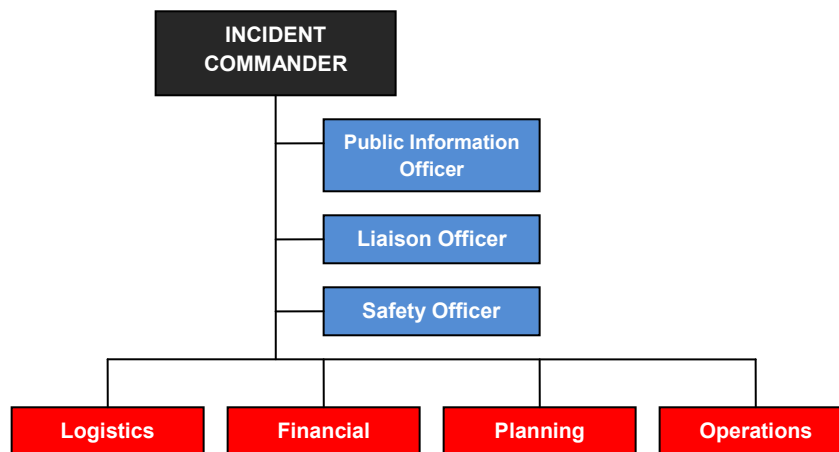
Links for more information:

<http://www.iowahomelandsecurity.org/programs/LEPC.html>

# SECTION 11

## INCIDENT COMMAND SYSTEM (ICS)

The Incident Command System (ICS) is designed to provide on-scene incident management during an emergency/disaster. It provides an organizational structure and operating policies for on-scene responders to an incident, and can be established, modified, or expanded depending upon the changing conditions of the incident. Its purpose is to minimize casualty and property loss through use of common terminology, shared goals and tactical objectives, and an understanding of the roles of others. It also allows for the combining of resources during an incident. The system is modular based on incident-specific needs.



**Command:** Includes an on-scene Incident Commander and, as needed, a Special Staff comprised of a Safety Officer, Liaison Officer, and Public Information Officer. The Incident Commander is the most qualified person, regardless of rank. Functions include:

- Assess incident priorities
- Determine strategic goals and tactical objectives
- Identify Staging Area, as needed
- Develop and implement incident action plan
- Develop appropriate incident management structure
- Assess resource needs

- Coordinate overall on-scene
- Authorize information release to media

The Incident Commander has direct tactical and operational responsibility for conducting incident management activities.

**Operations:** Responsible for management of all tactical operations at the incident. Implement when Incident Commander is faced with a complex incident having major demands on planning, execution, and resources.

**Planning:** Responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources. Assesses current situation and plans for the projected situation.

**Logistics:** Responsible for providing facilities, services, and materials for the incident.

**Finance/Administration:** Responsible for tracking all incident costs and evaluating the financial considerations of the incident.

For more information on the Incident Command System, or for recommendations on specific training courses related to ICS, please contact your local emergency management agency. Additional resources on ICS can be found at the Iowa Homeland Security and Emergency Management website at <http://www.iowahomelandsecurity.org>, or at the Federal Emergency Management Agency website at <http://www.fema.gov>.

# SECTION 12

## EMERGENCY OPERATIONS CENTER (EOC)

An Emergency Operations Center (EOC) is a central location that enables governments to coordinate policy decisions, manage resources, and respond to disasters and emergencies beyond the scope of an on-scene incident commander. *(Note: Emergency planning should also include the designation of an Alternate EOC should the primary facility become unavailable.)* The Emergency Management Agency (EMA) and its Coordinator play a key role in the activation and management of the local EOC. The EMA also serves as a vital link between the local EOC and the State EOC.

### Purpose

To facilitate support of an emergency or disaster, assist those who need help, reduce the devastating consequences, and help the community get back to normal by starting the recovery process as soon as possible.

### Functions

Operations and Policy-Making: Emergency declarations, establishing response priorities, and coordinating overall strategic response actions.

Planning: Tracking of situation and resources, documentation, demobilization, technical assistance, damage assessment, strategy development. Anticipate and facilitate future operations.

Logistics: EOC services, incident support.

Finance and Administration: Administrative issues, future payments, payment of personnel costs, cost recovery, calculation of damages, procurement, compensation and claims, documentation of resources expended and costs.

### When to Activate the EOC

- Resources are needed to accomplish the work being done at the incident scene which the Incident Commander cannot acquire directly
- Incident requires multiple agencies to be involved beyond those that usually work together
- Incident covers large geographic area and/or involves multiple jurisdictions

- Any time the operation of an EOC would assist responders in protecting lives, property or the environment

### **EOC Staffing**

The needs of the incident will always dictate the level of staffing in the EOC, based upon the nature, scope, depth, and breadth of that incident. The tasks identified to be performed are the critical driver for EOC staffing. Identifying tasks will point to the staff needed. Extended operations indicate a need for alternate and support staff for 24/7 coverage. All personnel must have the knowledge, skills, and abilities required for the duties assigned. If training or cross-training is necessary, it must occur as part of the planning cycle. All persons assigned to the EOC must have the authority to do what is required by their jobs.

The following personnel and departments/agencies should be considered (this list is by no means exclusive):

- Chief Elected Official
- Emergency Management Coordinator
- Assessor
- Auditor
- City Manager/County Administrator
- Emergency Medical Services
- Engineer/Public Works
- Environmental Management
- Fire
- Law Enforcement
- Legal Advisor
- Medical Examiner/Coroner
- American Red Cross
- Salvation Army
- Other local organizations active in disaster
- Public Health and Human Services
- Public Information Officer
- Utility Representatives



# SECTION 13

## ROLE OF THE LOCAL OFFICIAL IN INCIDENT MANAGEMENT

Senior and elected officials are not normally on-scene during an incident. Most of the time, local officials will report to the Emergency Operations Center and focus on policy-level decisions. Local officials may actually hinder a response if they try to get too involved in making tactical decisions on the ground. During incident response, executives and senior officials:

- Consider the need for a local disaster declaration
- Provide guidance on priorities and objectives based on situational needs and the Comprehensive Emergency Plan
- Provide guidance on resource coordination and support to the on-scene command from the Emergency Operations Center

Most importantly, executives and senior officials provide leadership during an incident. Leadership means:

- Motivating and supporting trained, on-scene responders so they can accomplish difficult tasks under dangerous, stressful circumstances
- Instilling confidence in the public that everything is possible is being done, and that the incident is being managed effectively

# SECTION 14

## CHIEF OFFICIAL FUNCTIONS AND RESPONSIBILITIES

A local emergency or disaster is a demanding test of a political jurisdiction's leadership. Chief elected officials, whether they are a governor, county supervisor, county administrator, city mayor or city manager, bear direct and ultimate responsibility for how well their jurisdiction prepares for, responds to and recovers from an emergency or disaster. Emergency management is the essence of the part of government's charter *"to maintain law and order and provide for the protection of lives and property."* The degree to which officials participate in and support these efforts will, in large measure, reflect the outcome of a jurisdiction's response to emergencies.

### BE INFORMED

- Be familiar with the Comprehensive Emergency Plan and procedures.
- Receive initial assessment and updates on the incident type, magnitude, injuries/deaths, property damage, environmental damage, and economic impact.
- Receive on-going status briefings from the incident command site or emergency operations center, internal/external resources committed, internal/external resources required, and coordination with other officials, jurisdictions and the media.

### EXERCISE LEADERSHIP

- During an emergency/disaster, exercise leadership and policy decision-making over the emergency response organization.
- Clearly define expectations and goals.
- Maintain a personal log of all key information, factors weighed, and decisions reached.
- Direct staff to assess and report on problems, resource shortfalls, policy needs and options.
- Chair assessment meetings.

### **MAINTAIN POLITICAL AWARENESS**

- Recognize personal accountability for actions and decisions during an emergency.
- Check provisions for other public officials (periodic updates; staff updates on politically sensitive issues such as life and property losses, service interruptions, etc.)
- Establish and evaluate policy decisions throughout incident.
- Confer with other elected officials when difficult issues arise.
- Work through the local emergency management agency to request assistance from state and federal government and private organizations if necessary.

### **KEEP THE PUBLIC INFORMED**

- Check plans to inform the public through the media.
- Ensure designation of a single Joint Information Center (avoids conflicts in official statements).
- Ensure establishment of a media center, if needed.
- Channel all releases through the EOC to ensure staff coordination and jurisdictional coordination.
- Ensure establishment of media briefings and site access policy as needed.
- See Section 16: Public Information in a Disaster for more information.

### **TAKE CARE OF YOURSELF**

Care of oneself during a disaster is often an overlooked aspect of effective emergency management. Take the time to consider your own and your family's needs. Public officials function better if they have made adequate provisions for the security of their families. Take time now, before an emergency, to prepare all the necessary items below and have them ready for use in a "grab and go" kit during an emergency.

- Tell your family your destination and how to contact you. Make sure they know how to respond if they are in any danger.
- Take medications, toiletries and clothes that may be needed for an extended stay away from home.
- Have a list of peers to contact for advice or to confide in during an emergency.
- Remember that your role is policy-making, not operational or tactical. It is natural for public officials to want to take charge and be in the thick of

things; however, operations decisions need to be made based on the incident command system in place. This will free you to work with other policy makers in establishing the broad policies to assure the community functions effectively.

- Disasters are stressful times. Take advantage of opportunities for Critical Incident Stress Management during and after the incident, and ensure that this system is in place for responders as well.

#### **LOCAL EMERGENCY POWERS**

Iowa Code 372.14 designates that the mayor may take command of the police and govern the city by proclamation, upon making a determination that a time of emergency or public danger exists. Within the city limits, the mayor has all the powers conferred upon the sheriff to suppress disorders.

# SECTION 15

## PUBLIC INFORMATION IN A DISASTER

During a disaster and the response, citizens from your own community, surrounding communities, across the state and sometimes across the country will be interested in what is happening in your community. As a mayor or other high-ranking official in a community, you could very quickly be seen as the “face” of that community, and may fall into that spokesperson position. An effective communications strategy is an important component to any disaster response. Citizens will be looking for information on the disaster, what’s happening and how the response is going. Communication strategies should be designed to stay on top of, or even in front of, the disaster. Without adequate preparation and organization, rumor may be taken as truth and facts may be misrepresented, resulting in a distorted public perception of the emergency and what steps are being taken to deal with it.



The basic principles of message mapping focus on three main points. During a crisis people want information that answers their questions including how the incident affects them. You can use the three points to help you provide information the public needs and wants in a format that is easy to understand.

**What happened?** Facts about the situation should be released as soon as the information is confirmed. Updates should be frequent and numerous.

**What are you doing about it?** The public wants to get “back to normal” as soon as possible. Tell them what you are doing to control the situation and return order. Explain how the process will work, how long it could take, and what they can expect.

**What do you want the public to do?** Place yourself in the public’s shoes. Provide them with information to enhance their safety and address potential con-

cerns. Fear of the unknown is greater than fear of the facts.

### **Reporter Techniques**

- Ask tough questions..."how come?...why didn't you?"
- Always want more information
- If you give them facts they will use them – if not, they will use different techniques
- Ask open ended questions..."How are things going?"
- Use speculation..."If this, then what?"
- Request for opinion..."In your mind, how would you?"
- Inquiries about other agencies
- Media wants:
  - ◊ Quick replies to questions
  - ◊ Access to the scene
  - ◊ Access to victims, survivors, responders and policy makers
  - ◊ Accurate information and fairness to all
  - ◊ Understanding of deadlines

### **Keep in Mind...**

- Listen carefully – only answer the question that was asked
- If the question is actually posed in multiple questions, break them down
- The interview is never over until you are absolutely away from the reporter
- All microphones should be considered "live"
- Figure out what key messages you want to get across BEFORE you do the interview
- Answer their questions, don't answer questions not asked unless it is part of your message
- Offer reassurance
- Be caring and empathetic
- Be yourself and tell the truth. If you don't know, say "I don't know"
- Don't speculate
- Remember, you are the expert

Interactions with the media can be stressful. It is important to remember that while working with media can be stressful and a challenge, the media can also be allies that give you the opportunity to get your message out.

# SECTION 16

## CONTINUITY OF GOVERNMENT

It is the function of government to provide law enforcement, elected representation of the public, leadership, public services, and to provide for the protection of life and property. Government provides vital programs such as social services, public health, school systems, and public works. To carry out these responsibilities, government has extensive resources, to include people, equipment, facilities and supplies. These resources may be vulnerable to a number of hazards or threats that could impair government's ability to carry out its responsibilities.

Continuity of government is the preservation, maintenance, or reconstruction of government's ability to carry out its executive, legislative, and judicial processes under the threat or occurrence of any emergency condition that could disrupt such governmental processes and services. Its purpose is to preserve lawful leadership and authority, prevent unlawful assumption of authority, assure government direction and control mechanisms, and assure delivery of government services.

### ELEMENTS OF CONTINUITY OF GOVERNMENT

**Succession:**

The process established to list the order or line of those entitled to succeed one another under emergency conditions. Identifies who is in charge; ensures continued leadership.

**Pre-Delegation of Emergency Authority:**

Allows specific emergency legal authorities to be exercised by the elected or appointed leadership or their designated successors.

**Emergency Action Steps:**

Those actions that facilitate the ability of government personnel to respond quickly and efficiently to emergencies. Ensures that specific actions exist that senior leaders must be prepared to take in response to emergency conditions.

**Emergency Operations Center (EOC):**

The facility from which all emergency efforts can be centralized, coordinated and directed.

**Alternate Emergency Operations Center:**

A facility that can be used if the primary EOC is not available during emergencies.

**Safeguarding Essential Records:**

The measures taken by government to protect those documents that it must have to continue functioning during emergency conditions and to protect the rights and interests of citizens after the emergency is over.

**Protection of Government Resources, Facilities, and Personnel:**

The measures that are taken to disperse resources, facilities, and personnel in a manner that will facilitate sufficient redundancy so that government can continue to function during emergencies.

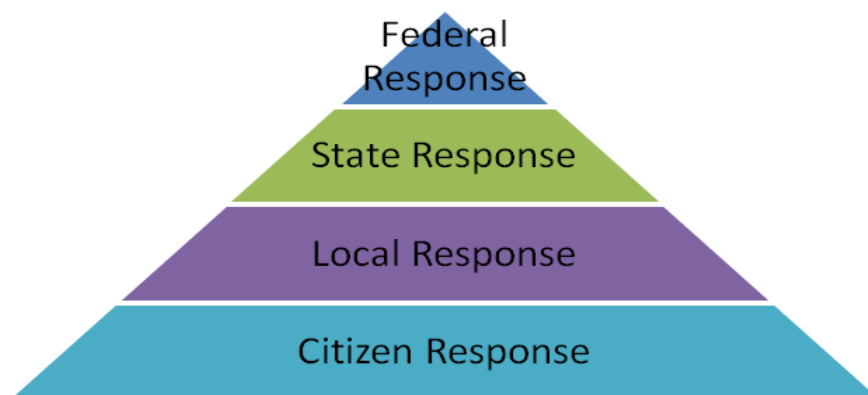


## SECTION 17

# FUNDAMENTALS OF TIERED DISASTER RESPONSE (LOCAL, STATE, FEDERAL)

Disaster response starts in the affected community or communities. Each county in Iowa has an emergency management coordinator who facilitates local government and volunteer response operations such as sandbagging, cleanup efforts, and sheltering for families affected by the disaster. When a community's ability to respond to a disaster exceeds its capabilities, the county emergency management coordinator will work with local officials and the Iowa Homeland Security and Emergency Management Division to request a Governor's State of Emergency Disaster Proclamation, which enables state resources to be used. Examples of State resources include equipment, personnel, technical guidance, supplies, and assistance in the form of debris removal, traffic control, levee patrol, security, and transportation. Over 200 Governor's State of Emergency Disaster Proclamations have been issued in Iowa since 1983.

When a disaster goes beyond the capabilities of the State, the Governor may request federal assistance through a Presidential Disaster Declaration. When a Presidential Disaster Declaration is granted, the Iowa Homeland Security and Emergency Management Division works with the Federal Emergency Management Agency (FEMA) and other federal agencies to coordinate and deliver aid to affected Iowans, beginning the recovery process. State and federal responders *support* a local response; they do not take over that response.



# SECTION 18

## GENERAL IMPACT ASSESSMENT QUESTIONS

During a disaster, there are certain guiding questions that can and should be asked regardless of the incident. While the local public official is not normally the incident commander or on-scene, the following is a list of questions that may help define the scope of the disaster in the Emergency Operations Center.

### **LIFE SAFETY**

- What are the time critical factors?
- What is the status of the safety of the general public?
- Are there any public health concerns?
- What populations are affected? Are there any immediate population-based issues that need to be addressed?
- What time of day/week did the disaster occur? How does that affect the response?
- Is the incident still escalating, or has it been stabilized?

### **INCIDENT STABILIZATION**

- What is the geographic area affected by the incident?
- What resources are necessary to respond?
- Who is monitoring to ensure that the situation doesn't escalate?
- What is the status of key response capabilities or mechanisms including credentialed/qualified personnel, specialized response equipment, and other resources ready for deployment or that are already deployed?
- What resources have already been requested or dispatched?
- Who is able to provide special recommendations on courses of action?
- Are there any secondary impacts that need to be addressed?

### **PROPERTY PROTECTION**

- What is the status of critical infrastructure in the jurisdiction?
- Are there any fear management/rumor control issues that need to be addressed?

### **Restoration of Services**

- What critical city/county services are affected, and how?
- What types of temporary and permanent workarounds exist?
- What are the priorities of restoration?

- What is the economic impact?
- What are the impacts to continuity of government and continuity of operations?

**If the incident is on city/county property:**

- What buildings are affected?
- How many employees are affected?
- Where are the employees now?
- Do the employees need to be kept on scene, or can they be released?

# SECTION 19

## LOCAL EMERGENCY DECLARATIONS

When conditions of disaster or extreme peril affect the safety of people and property, and the capabilities and resources of the community are likely to be exceeded, the county or city can make a declaration of local emergency. Declarations can be made in response to flood, severe weather, epidemic, public disturbance, drought, plant or animal disease, or other natural and man-made events.

Any political jurisdiction can, and should, issue a local declaration of emergency when it appears that resources from outside the jurisdiction may be necessary. In Iowa, the chairperson of the Board of Supervisors (Iowa Code 331.301 (1)) or the Mayor (Iowa Code 364.1) has the authority to declare a local disaster emergency. Cities and other jurisdictions make declarations in accordance with local ordinances. Usually the mayor, city manager, police chief, fire chief, or emergency manager has the authority to declare. Information on the process for specific jurisdictions can be found in county or municipal code.

Local declarations are a first step in responding to and recovering from emergencies and disasters. They provide:

- Authority to promulgate emergency orders, regulations and funding
- Exceptions to some statutorily mandated procedures
- Added validity to your local emergency or situation

# SECTION 20

## REQUESTING ASSISTANCE

When a jurisdiction is confronted with an emergency/disaster situation, it is recognized that it will immediately respond with resources under its control and through any mutual aid agreements with surrounding jurisdictions. In addition, certain state and federal agencies, along with private relief agencies, are available to provide disaster recovery assistance.

### **IOWA HOMELAND SECURITY AND EMERGENCY MANAGEMENT DUTY OFFICER**

Local government officials, **through their respective emergency management coordinators**, should notify the Iowa Duty Officer in the case of hazardous materials accidents, radiological incidents, natural disasters, or other major emergencies or disasters within their jurisdiction that require or have the potential to require state assistance. The primary purpose of the Duty Officer function is to ensure the proper receipt and dissemination of emergency notifications to state government agencies by providing a single number for local emergency management to call. Additionally, the Duty Officer serves as a course of information and/or as a facilitator for obtaining many state resources. ***The Duty Officer may be contacted 24 hours a day, seven days a week.*** Requests will be made by contacting the Iowa Duty Officer, who will, in turn, contact the appropriate state officials in order to expedite any requests.

### **IOWA DISASTER HUMAN RESOURCE COUNCIL**

The Iowa Disaster Human Resource Council (IDHRC) is comprised of faith-based and voluntary agency representatives, as well as representatives from key government agencies.

Council members seek to identify available resources that can address the unmet needs of Iowa citizens impacted by disaster events.

The Iowa Disaster Human Resource Council's mission statement is to "Coordinate a holistic approach to disaster recovery by maximizing public and private resources, thereby providing an efficient system that can address immediate and long-term physical, spiritual, and emotional needs of impacted citizens." In many cases, the group serves in a coordination capacity, thereby

providing an efficient and timely response to unmet needs.

#### **CONTINGENT FUND – DISASTER AID LOAN**

The Iowa Contingent Fund was created in the State Treasury for the use of the State's Executive Council. The purpose of the Contingent Fund is to pay the expenses for repairing, rebuilding, or restoring property that is damaged, destroyed, or lost by fire, storm, or unavoidable cause, and for repairing, rebuilding, or restoring any governmental subdivision in an area that has been proclaimed a disaster by the governor.

The Contingent Fund is a \$1,000,000 fiscal year allocation and, upon application by a governmental subdivision covered by a governor's proclamation of emergency, the loan, without interest, shall be repaid on a timeframe mutually agreed upon between the Executive Council and the jurisdiction (based on the jurisdiction's repayment ability), not exceeding 20 years.

#### **IOWA FINANCE AUTHORITY**

The Iowa Finance Authority (IFA) was established in 1975 to undertake programs to assist in the attainment of housing for low- and moderate-income Iowans. Since then, IFA's role has expanded considerably and includes the following four primary areas of responsibility:

**Housing Programs:** IFA funds and administers a variety of programs throughout the state that address a continuum of housing needs, from homeless assistance to multi-family rental to single-family homeownership.

**Economic Development:** IFA issues tax-exempt bonds for housing, economic development projects, construction of correctional facilities, clean-up of underground storage tanks and other infrastructure activities.

**State Revolving Fund:** IFA issues tax-exempt bonds to finance wastewater and drinking water facilities through the State Revolving Fund for clean water and drinking water, a program administered in partnership with the Iowa Department of Natural Resources.

**Title Guaranty Division:** IFA's Title Guaranty Division (TGD) offers a low-cost mechanism to guarantee title to real property in Iowa, working with attorneys and lenders throughout the state to ensure the integrity of the land title transfer system, and to facilitate transactions in the secondary mortgage market.

## **IOWA DISASTER AID INDIVIDUAL ASSISTANCE PROGRAM**

The Iowa Disaster Aid Individual Assistance Program may be used to make financial grants of up to \$1 million in a fiscal year following a Governor's Disaster Proclamation to meet the needs of individuals affected by a disaster. Grants are provided to individuals as reimbursement for expenditures incurred related to the disaster event. The individual reimbursement grant is capped at \$5,000.00 per household. Specifics on the program can be found in the Iowa Administrative Code, Section 441, Chapter 58.

To be eligible for assistance, an individual must have a self-declared annual income that is less than 200 percent of the federal poverty guideline. In 2009, the income eligibility limit for a single person is \$20,800. For families, the household income must be less than 200 percent of the federal poverty level based on the number of members in the household. For a family of four the income figure is \$42,400. The homeowner must present receipts for purchases made when the application is filed.

## **STATEWIDE MUTUAL AID - IMAC**

On April 22, 2002, the Iowa Mutual Aid Compact (IMAC) was signed into law. IMAC is an intrastate voluntary program under Iowa Code, Section 29C.22 that allows for one political subdivision to assist another in a disaster that has been declared either by the local member political subdivision or the Governor. When a jurisdiction has exhausted all of its resources and needs further assistance, it can reach out to its neighbors for support.

IMAC is closely related to the Emergency Management Assistance Compact (EMAC), which is utilized on an interstate basis for much the same reason. Legislation amended the IMAC effective July 1, 2009, to address membership, include emergency management commissions and designate authorized representatives. The legislation will not replace or negate current mutual aid agreements members may have with other political subdivisions, but it does cover issues not formally addressed in other agreements.

Provisions of IMAC per Iowa Code 29C.22

- Each participating government shall provide worker's compensation for its employees working in another jurisdiction, just as if they were working at home.
- The government rendering aid is entitled to reimbursement for the expense of running equipment or providing any service in answering a request for

aid, and for any damage or loss.

- Equipment and services can be donated and reimbursement can be waived.
- IMAC does not preclude any political subdivision from entering into supplementary agreements with another political subdivision, or affect any other agreements already in force between political subdivisions.
- 29C.22, as amended by Senate File 441, 2009 Iowa Acts, all cities, counties, townships, emergency management commissions and other political subdivisions in Iowa are automatically members of the IMAC. Any jurisdiction may withdraw from the compact by adopting an ordinance or resolution repealing participation. Written documentation of withdrawal must be filed with the Administrator of Iowa Homeland Security and Emergency Management.



# SECTION 21

## FEDERAL ASSISTANCE

When major or catastrophic disasters occur, the federal government serves as a provider of disaster recovery assistance to both public agencies and private citizens. The majority of this assistance is provided through P.L. 93-288, *“The Robert T. Stafford Disaster Relief and Emergency Assistance Act”*, more commonly referred to as *“The Stafford Act”*. The Stafford Act is implemented by the Federal Emergency Management Agency (FEMA), and only after the President of the United States declares a major disaster or an emergency for the affected area. **A request for a Presidential Declaration can only be made by the Governor of the state that is impacted, and is only done when the disaster is of such magnitude that it is clearly beyond the state and local governments’ ability to respond and recover.** Such declarations are restricted to natural disasters of catastrophic proportions that require substantial federal support of state and local recovery efforts.

**Three major disaster public assistance programs may be made available as the result of a presidential declaration of a major disaster:**

- Public Assistance (financial assistance to state and local governments to replace, rebuild or repair damages to public property and infrastructure)
- Hazard Mitigation (reduction or elimination of disaster related risks)
- Individual Assistance (financial assistance and services to impacted citizens to help them recover their losses)

### INDIVIDUAL ASSISTANCE PROGRAMS

Because of the wide diversity of needs brought on by a disaster, state and federal agencies have established various services, or forms of financial aid, to assist impacted citizens.

#### **Temporary Housing Program:**

Can provide up to 18 months of rental assistance to disaster victims whose homes are considered uninhabitable. Grants may be provided for minimal essential repairs to owner-occupied homeowners whose homes are damaged, but still considered habitable.

**Small Business Administration Disaster Loan Program:**

Provides low-interest, long-term loans to individuals and businesses for repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.

**Other Needs Assistance Program (ONA):**

May provide grant assistance up to \$32,800 (maximum), per applicant, to meet disaster-related necessary expenses or serious needs not met by other disaster assistance programs. This grant is not automatic; it will only be considered if the applicant cannot qualify for a low-interest loan.

**Other Programs and Services That May be Offered:**

- Food Coupons
- Disaster Unemployment Assistance and job placement assistance for those unemployed as a result of the disaster.
- Advice on legal, consumer, insurance, and tax issues.
- Crisis counseling and referrals to appropriate mental health agencies, to relieve disaster-caused mental health problems.
- Social security assistance (such as death or disability benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration).

**ADDITIONAL FEDERAL EMERGENCY DECLARATIONS****Emergency Declaration:**

An emergency declaration is requested when the following two conditions exist: (1) State and local governments, along with private relief agencies have expended all their resources in response to the emergency situation; and (2) There is a specific or unique need that the federal government can meet which is necessary to save lives, protect property, public health and safety, or to reduce the threat of a more severe disaster.

**Fire Suppression Assistance:**

FEMA can provide financial assistance to state government for the purpose of suppressing any major wildfire that is burning out of control on public or private forest or grassland.

**Snow Emergency Declaration:**

A snow emergency declaration can be made if FEMA determines that a winter storm has left a majority of the state totally “paralyzed”. If declared, FEMA will reimburse state and local governments for the cost of snow removal from certain major roadways.

**Small Business Administration Declaration:**

The Small Business Administration offers low-interest loans to businesses and homeowners sustaining damage or losses as a result of a natural disaster.

**Agriculture Disaster Declaration:**

This declaration is made by the United States Secretary of Agriculture. The U.S. Department of Agriculture can provide a variety of assistance to farmers adversely affected by natural disaster. The assistance most commonly provided is the low-interest loan program made available through the Farmers Home Administration.

# SECTION 22

## FUNDAMENTALS OF RECOVERY

Recovery is both short-term activity taken to return vital life support systems to minimum operating standards, and long-term activity designed to return people and areas affected by a disaster to pre-disaster conditions. Recovery activities generally incorporate programs designed for implementation beyond the initial crisis period of an emergency or disaster, but may also be response oriented in nature. Examples of recovery activities include crisis counseling, damage assessment, debris clearance, decontamination, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, community outreach, temporary housing, and reconstruction.

Depending on the severity of the disaster, the recovery process can take months to years. Local officials can assist in the recovery process by maintaining realistic expectations about the process.

### **Short-Term Recovery**

Short-term recovery actions are response-oriented and taken to stabilize affected areas and protect these areas from further damage. Short-term recovery returns vital systems to minimum operating standards, seeks to restore critical services to the community, and provides for the basic needs of the public. Depending on the type of disaster, short-term actions also include assessment, consultation, documentation, planning, and the prioritization and exchange of information to develop appropriate long-term actions.

### **Long-Term Recovery**

Long-term recovery is the process of returning a community, to the extent possible, to the conditions that existed prior to the incident. Recovery priorities include reestablishing a community's fiscal, social, and physical conditions to normal. This phase addresses reconstruction of damaged buildings and public infrastructure in a process that may continue for years after the disaster incident. Preferably, the long-term recovery effort occurs while taking advantage of opportunities for mitigation against future disasters.

### **Priorities for Disaster Recovery**

Looking at disaster incidents from a broad perspective, recovery priorities fall into the following general categories:

*Life Safety*

Ensuring peoples' safety is accomplished through effective emergency response and recovery mechanisms.

*Social Restoration*

Restoring the social needs of the community is accomplished when the psychological and social aspects are addressed quickly and concurrently within the response and recovery period.

*Economic Restoration*

A balance must be achieved between the disaster recovery needs of the community and any long-term distortion of the local economy.

*Physical Restoration*

Rebuilding public and private infrastructure resources builds on all recovery priorities by increasing the safety of the people, speeding the social restoration of an affected area, and providing for swift economic restoration.

# SECTION 23

## ADDITIONAL REFERENCES

Local (City/County) Ordinance on Emergency Management

Local (City/County) Comprehensive Emergency Plan

Local (City/County) Mitigation Plan

Local (City/County) Recovery Plan

Local (City/County) Continuity of Operations/Continuity of Government Plan

Code of Iowa Chapter 29C

Iowa Administrative Code, Section 605

<http://www.iowahomelandsecurity.gov>

<http://www.bereadyiowa.org>

<http://www.fema.gov>

<http://www.iowaema.com>

# IMPORTANT PHONE NUMBERS

NAME	NUMBER

**NOTES:**



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