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PLANNING FOR DISASTER

Local Government's Role in Civil Preparedness

Institute of Public Affairs
The University of Iowa—Iowa City

August, 1975

in cooperation with the
Iowa Civil Defense Division
Des Moines, Iowa

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FOREWORD

This handbook deals with your duties and responsibilities as the mayor of a city, a member of the county board of supervisors, or the sheriff of a county, not only because you are an elected official, but also from the standpoint of your relationship with the county/municipal civil defense and emergency planning administration.

We certainly must be ready to save lives and preserve property should an emergency or disaster of any kind strike, whether in peacetime or caused by enemy attack. How do we go about developing this preparedness? What are the specific things we should get done? What kind of federal funding may be involved? And what kind of person do we need to manage this preparedness effort? What should the rest of us in government be doing?

This handbook answers these and similar questions. It outlines what civil defense or civil preparedness consists of and what should be done to develop local capabilities for effective action in extraordinary emergencies essential to a coordinated response and effective application of all available resources, as needed.

The level of civil preparedness your jurisdiction attains will in a great measure be determined by the level of interest and active support you give to this program.

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Chapter 1

INTRODUCTION

Concept of Civil Defense

Local government and civil defense are synonymous when confronted by a disaster situation. Emergency operations occur when local government responds to any massive emergency (tornado, major fire, explosion, industrial accident, civil disturbance, or nuclear attack). Each of these types of disaster clearly dictates the need for successful coordination of response activities between emergency forces. Civil defense is not a special unit or group of people standing by to save the day in case of a major disaster. Civil defense is local government (elected and appointed officials, law enforcement, fire, public works, engineering, health, medical, etc.) and non-government personnel with special skills and resources needed to support emergency operations.

What is Civil Preparedness?

"Civil defense" is also "civil preparedness." It means the total spectrum of preparedness. Civil preparedness operations occur whenever local government responds to any extraordinary emergency. It also goes beyond local government and includes many nongovernmental forces and groups that must also be involved and coordinated during extraordinary emergencies.

The Meaning of Extraordinary Emergencies

Extraordinary emergencies are those situations in which a local government must be able to coordinate and direct the operations of many or all of the emergency forces that are available in the community.

It is the need for coordinated emergency operations, involving all governmental and nongovernmental groups with the capacity to help save lives or minimize damage, which distinguishes the extraordinary emergencies from the day-to-day emergency actions that local fire departments, police authority, or hospitals and doctors solve routinely.

Civil Defense Program Objectives

Civil defense has five basic program objectives.

1. Protect life.
2. Save lives and protect property.
3. Sustain survivors and repair essential facilities.
4. Achieve emergency operational capability.
5. Provide support.

Questions to Be Answered by Community

1. What is the status of civil defense in the local community?
2. What is the existing level of emergency operational readiness in the local community?
3. How can the level of emergency operational readiness be increased?
4. What realistically can be done to make civil defense a vital entity within the community and to increase the community's ability to respond to an emergency?
5. What course of action and program of assistance will be most effective within the community?

Operational Readiness

The operational readiness condition of a community is a measure of the degree to which that community is prepared to accomplish civil defense actions.

Emergency operational capability means having realistic plans for alerting and keeping the populace informed, saving lives, alleviating suffering, protecting property, assessing damage, and speeding recovery in any disaster. Beyond this, in the event of nuclear catastrophes, provisions must be made for radiological monitoring and reporting. A protected facility where heads of government can gather with their staff to direct emergency operations and coordinate available resources is invaluable to the successful discharge of such plans.

A prerequisite to developing an adequate operational readiness status is a thorough understanding of the civil defense program elements and the objectives toward which they are directed.

Civil Preparedness Program

Objectives

Subprograms

Protect life

National Fallout Shelter System
Civil Defense Warning System
Radiological Monitoring and
Warning System
Emergency Broadcast System (EBS)
Emergency Public Information

Save lives and
protect property

rescue
preserve property
fire fighting and control
law and order
medical care
debris clearance
decontamination

Sustain survivors and
repair essential
utilities

food
water
health and sanitation, including
burial of the dead
housing
emergency welfare
emergency repair of facilities and
utilities

Achieve emergency
operational
capabilities

damage assessment and intelligence
system
emergency operating center
emergency operations plans
training and education
tests and exercises

Objectives

Provide support

Subprograms

communications
transportation
facilities protection
public information
federal assistance
military support
manage, distribute, and use available resources
research and development

Disaster Preparedness Cycle

Periods

"Normalcy"--
Between Disasters

Threat period

Warning period

Trans-impact
period

"Normalcy"

Activities

1. Planning, preventive measures
2. Building inter-governmental cooperation
 - emergency planning sessions
 - emergency simulations
3. Disaster mitigation
4. Building community action programs
 - industrial preparedness
 - the media: planning for utilization
5. Public education and public relations
6. Set up the emergency operations center
7. Activate your organizations
8. Activate private organizations
9. Warn the general public
10. Monitor response to warning
11. Upgrade warning (or downgrade warning)
12. Monitor disaster-response operations
13. After-action assessment
14. Planning improvements
15. Feedback and lessons learned

Functions of a County-wide or Municipal All Hazard Plan

1. Warning.
2. Communications.
3. Direction and control
4. Emergency public information.
5. Resource management.
6. Law enforcement.
7. Fire protection.
8. Search, rescue, and recovery.
9. Emergency medical services.
10. Emergency health and mortuary.
11. Utilities restoration.
12. Debris clearance.
13. Evacuation and mass transportation.
14. Damage assessment and disaster analysis.
15. Emergency welfare.

The above list can serve as a check list of components of a program that can be applied to any disaster situation.

Chapter 2

JOINT COUNTY-MUNICIPAL CIVIL DEFENSE AND EMERGENCY PLANNING ADMINISTRATION

It is impossible for a community to be fully prepared to deal with a catastrophe, either natural or man-made. However, advance preparations can help to warn the people, minimize damage, and speed the recovery process. A major disaster is qualitatively different from any minor crisis with which you have previously dealt. It is important, therefore, to be aware of your responsibilities and the options open to you.

Joint County-Municipal Administration

State legislation imposes certain requirements on your community and sets forth structures to deal with disaster preparedness.

It is mandatory that the county board of supervisors, city councils, and school boards cooperate to form a joint county-municipal civil defense and emergency planning administration. (Sec. 29C.7)¹ Hereafter, this organization will be referred to as the JA.

Responsibilities

The JA is composed of one member of the county board of supervisors, the mayor of each city within the county or his or her representative, and the county sheriff. (Sec. 29C.7) Responsibilities of the JA include:

1. The direction, administration, and coordination of all civil defense and emergency planning matters in the county.
2. The appointment of a director who is responsible to the JA for the administration and coordination of all civil defense and emergency planning matters throughout the county, subject to the direction and control of the JA.

¹All references are to the Code of Iowa, 1975, unless otherwise indicated.

3. The approval of technical, clerical, and administrative personnel that the director employs to carry out the purposes of the Iowa Civil Defense Act.

4. Fixing the compensation of personnel to be paid out of the joint county-municipal civil defense and emergency planning fund. (Sec. 29C.7)

Funds

Each county and city located therein is authorized to appropriate money out of any funds that are not restricted for the purpose of paying expenses relating to civil defense and emergency planning matters of such joint administration. A joint county-municipal civil defense fund will be established in the office of the county treasurer. The county and cities located in that county may deposit moneys in such fund, which fund shall be for the purpose of paying expenses relating to civil defense and emergency planning matters of such joint administration.

Withdrawals of moneys from the joint county-municipal civil defense and emergency planning account maintained by the office of the county treasurer may be made on warrants drawn by the county auditor, supported by claims from the county or city government concerned and those claims verified and vouchers signed by the chairman or vice-chairman of the joint administration and the director of the joint county-municipal civil defense and emergency planning administration. By November 15 of each year the civil defense director and the joint administration must prepare a budget for the ensuing fiscal year beginning July 1. (Sec. 29C.7)

The Iowa Civil Defense Division recommends that articles of agreement be prepared by the joint administration and the funding procedures of county and city government for the civil defense agency and civil defense and emergency planning matters be delineated.

Additionally, the JA may cooperate with, contract with, and accept and expend funds from federal or local associations, and public, semi-public, or private individuals or corporations. (Sec. 29C.9)

Civil Defense Directors

In addition to the director appointed by the JA,² each

²The Iowa Civil Defense Division recommends that the JA appointed director meet the qualifications established by the Iowa State Merit Employment Office. He or she may be a merit employee if so desired by the JA. All other employees of the JA must be employed under the merit employment system.

city and county may employ a director. In counties, this person is appointed by the board of supervisors; in cities, by the council. If a city or county chooses not to appoint a separate director, the JA appointed director may serve as the city or county director.

Although not required by law, the Iowa Civil Defense Division recommends that these city and county civil defense directors should provide for coordination of their respective civil defense program with the JA appointed director who heads the county-municipal administration. Also, they should provide operational guidance to the executive of their political subdivisions during a disaster. All civil defense program assistance should be provided by the JA director to the county and municipal directors.

Salary

The salary of the JA appointed director is discretionary with that body. If a board of supervisors or a city council appoints a director, they determine the compensation of this person. It is recommended by the State Civil Defense Division the civil defense director be paid in accordance with the merit employemnt scale or his salary be commensurate with other county and city employees in administrative positions with like responsibilities.

Chapter 3

JOINT COUNTY CIVIL DEFENSE AND EMERGENCY PLANNING BOARD

Counties may cooperate in organizing efforts to cope with disaster situations. This chapter describes the organization necessary to carry out a joint program.

Joint Board

Boards of supervisors in any two or more adjacent counties may, by mutual written agreement, create a joint board to assist the JA's of each county with administration and coordination of civil defense and emergency planning matters. (Sec. 29C.7) Membership of the board may include one county supervisor and the sheriff of each of the participating counties. Municipalities also may be included in the arrangement, and participating municipalities appoint a representative to the board.

Responsibilities

The chief responsibility of the board is to appoint one director who is the official director of civil defense and emergency planning for each of the counties in the agreement. The board also is required to provide for the administration of funds from the Iowa Civil Defense Division or any federal agency. Finally, the board may adopt by-laws for its operation.

Funds

The board may cooperate with, contract with, and accept and expend funds from federal and local associations, public and semi-public organizations, and private individuals and corporations. The board must designate one county to establish a joint county civil defense fund which is used for paying expenses relating to civil defense and emergency planning.

By November 15 of each year the board and the civil defense director must prepare a budget for the fiscal year beginning July 1. The budget is to include estimated expenses that might be incurred in the event of a natural or man-made disaster.

The Iowa Civil Defense Division recommends that the board request from each county's board of supervisors an equal share of the entire budget of the board.

Civil Defense Director

The director appointed by the board is the official director of civil defense and emergency planning for each of the counties in the agreement. He or she must also work with any joint county-municipal civil defense and emergency planning administrations which have been formed within any of the counties.

Salary

The salary of the director is determined by the board.

Chapter 4

CIVIL DEFENSE AGENCY (JOINT COUNTY-MUNICIPAL OR JOINT COUNTY)

The previous two chapters have described organizational arrangements for civil defense and emergency preparedness. This chapter describes the mission of, and resources available to, such an agency.

Purpose

A basic purpose of the local civil defense (preparedness) agency and its director is to provide for coordination of the operations of all governmental and nongovernmental forces in emergencies, and to provide those unique civil preparedness skills and capabilities not available in existing government organizations. The civil preparedness director should inform the operating departments of government of those special conditions arising out of emergency situations which would call for a modification of traditional operating techniques.

The civil defense (preparedness) program is implemented operationally by existing agencies of government who will perform emergency activities related to those they perform in normal times. Auxiliary groups should be formed and trained, under the direction and control of the operating department of government they are to support, and nongovernment groups such as physicians or welfare organizations will be assigned emergency missions as necessary to develop a capability to augment or supplement existing agencies of government in responding to emergencies.

Director Qualifications

The director should meet the qualifications established by the state merit employment department. He or she may be a merit employee if desired by the board. All other employees are to be hired under the merit employment system.

Professional Training

The National Defense Civil Preparedness Agency provides extensive opportunities for local civil preparedness officials to obtain career development and training. The core of the training is a Civil Preparedness Career Development Program for

Local Directors/Coordinators. This program is based on a four-phase approach which deals with: (1) the job of the coordinator, (2) the work environment of the coordinator, (3) the personal effectiveness of the coordinator, and (4) civil preparedness in national security. Numerous other courses are available to supplement this material. The Defense Civil Preparedness Agency publishes an Information Bulletin that is a catalogue of course offerings for local officials, the private sector, volunteers, and civil defense directors.

Financial Assistance Programs

The federal government shares in the expense of developing civil defense readiness at the local level by providing financial assistance for up to one-half the cost of the following categories:

1. Personnel and administrative expense--including salaries, travel, and other administrative expenses of local civil defense organizations.
2. Emergency Operation Centers--including the planning, design, construction, and/or equipping the facilities.
3. Supporting Systems Equipment--including acquisition of capital equipment necessary to develop emergency operational capability.
4. Systems Maintenance and Services--including repairs and maintenance of communications systems, public information systems, and educational activities.

Chapter 5

GUIDANCE AND POLICY FOR CIVIL DEFENSE AGENCY FROM JOINT ADMINISTRATION OR JOINT BOARD

The Iowa Civil Defense Division recommends that Joint Administrations and Joint Boards exercise policy guidance in non-emergency periods by undertaking the following activities.

1. Development of an Emergency Operating Center (EOC) facility, a protected site from which key local officials control operations.
2. Development of EOC staffing and internal procedures to permit key executives to conduct coordinated operations in emergencies.
3. Arranging for exercises to give key officials practice in directing coordinated operations under simulated emergency conditions.
4. Providing expert knowledge and advice to operating departments on the special conditions and operating requirements that would be imposed by peacetime or attack disasters, (e.g., effects of tornadoes, blizzards, floods, nuclear weapons).
5. Coordinating and leading in development of local government emergency operations plans, outlining which local forces and supporting groups would do what, in both peacetime and attack disasters, and specifying local organization for major emergencies.
6. Establishing system to warn the public of peacetime or attack disasters.
7. Establishing system to alert key government officials.
8. Organizing radiological monitoring and analysis system, including procurement of instruments and training and exercising of personnel.
9. Coordinating and leading emergency communications planning, in securing necessary equipment, and in exercise of emergency communications.
10. Coordinating with doctors, hospitals, and public and private sector medical personnel to develop emergency medical plans and capabilities, as part of local emergency plans.

11. Establishing and maintaining shelter system (e.g., maintain inventory of shelter spaces; obtain license agreement from building owners; mark and stock public shelters; inspect and maintain shelter supplies; participate in community shelter planning).

12. Establishing, training, and exercising emergency public information system to get survival advice and information to the public before, during, and after peacetime or attack disasters (including establishing relationships with local news media; radio, TV, and newspapers).

13. Coordinating with local welfare offices, and the Red Cross and other voluntary groups, to develop emergency welfare capabilities to care for people needing mass care as a result of peacetime or attack disaster.

14. Coordinating and maintaining relationships with industry to develop industrial emergency plans and capabilities related to local government emergency plans.

15. Assisting local operating departments (e.g., fire, police, public works) with radiological defense and other training needs.

16. Coordinating and participating in training programs for the public on disaster preparedness.

17. Coordinating and participating in rural civil preparedness program of U.S. Department of Agriculture.

18. Preparing, submitting, and justifying annual civil preparedness budget.

19. Securing matching funds and other assistance (e.g., surplus and excess property) available through the civil preparedness program, and through other federal programs includes preparing annual program papers and other documents required for federal assistance programs).

20. Coordination of executive level responsibility for resource management within political jurisdictions of the county and with other state and federal agencies to include but not limited to (1) determination of specific priority to be accorded allocation and use of available resources (2) specific assignment of resources where two or more agencies have need for same resource (3) insuring maximum use of local resources (4) establishment of procedures for coordinated use of resources (5) development of procedures for requesting resources from local political jurisdictions, state and federal agencies.

21. Providing for procedures to coordinate federal disaster assistance programs in regard to disasters or disaster aid for the public and private sector.

Chapter 6

FUNCTIONS OF THE LOCAL CIVIL DEFENSE AGENCY

There are many varied sub-programs and systems in civil preparedness that support a civil defense agency in accomplishing its functions. Each function has listed example sub-programs and systems available or needed to support that function.

Hazard Analysis

Prepare an analysis of the varied man-made disasters, natural disasters, and transportation accidents that are possible and probable for the county. Determine those disasters most likely to occur in order of probability.

Emergency Warning Program

Procedures for alerting public officials, outdoor warning system, indoor warning system, National Warning System, Iowa Warning System, National Weather Service bulletins, and tornado spotter system.

Emergency Operation Plans

Basic plan, communications, law enforcement, fire-fighting and rescue, public works, health/medical/mortuary, welfare (food, clothing, shelter), emergency public information, and increased readiness. Contingency plans as required for floods, aircraft accidents, etc. Coordination of plans prepared by business and industry with government.

Development of Emergency Operating Center

In new construction, renovation of existing facilities, possible federal funding, staffing pattern, checklist for staff members, standard operating procedures, and communications.

Community Shelter Program

Selection of shelters; stocking, marking, and licensing; managers; control of movement to shelters; designation of shelter areas through shelter plan; conduct of shelter operations, e.g., fire, rescue, police, health/medical, welfare, public information, post shelter operations.

Radiological Defense Monitoring Program

Provide radiation detection instruments for radiological monitoring and provide calibration and maintenance of these instruments, determine location of radiological monitoring stations, recruit and train radiological monitors, develop procedures for recording radiological exposure rate and determine dose rate factors, develop radiological reporting system, develop procedures for radiation accidents/incidents.

Development of Resource Data Bank and Resource Management for Emergencies

Provide for centralized inventory of government, business and industry, organization, and general public resources that may be used during emergencies. Resources to be considered are people, facilities, equipment, systems, and supplies. Assist in establishment of Economic Stabilization Board for allocation of scarce resources, based on the state and federal plan.

Requesting Assistance from Outside Local Government

Develop system to coordinate requests for assistance that must be obtained from outside the local jurisdiction. This may be assistance required from other cities, counties, state, or federal governments. Provide assistance in development of mutual aid agreements.

Disaster Assistance Coordination

Provide the focal point for local coordination and advising local government on federal disaster assistance and requests for presidential and non-presidential declarations. Establish liaison with state civil defense office for state and federal disaster declarations and disaster assistance.

Training Personnel for Emergencies

Provide coordination for training of personnel from government, business and industry, organizations, and the general public in matters relating to emergency operational requirements, e.g., auxiliary fire, police, rescue, medical, or other categories of personnel need for emergencies.

Conduct of Exercises for Emergency Plans

Develop procedures to assist and provide for the design, conduct, and evaluation of tests and exercises to improve emergency operational readiness capabilities, to include emergency procedures, systems, and plans. Exercises involving plans may be for part of the plan or the total plan.

Chapter 7

DISASTER MITIGATION

There are numerous preventative measures that may be undertaken by a community that may assist in mitigating the effects of a disaster. These include standards and controls, warning systems, emergency operating centers, and understanding radiological factors affecting decision making in a peace time radiation incident or nuclear attack.

Standards and Controls

A municipality's zoning code is an effective way to reduce possible damage from a potential hazard. Disaster awareness discourages development in hazardous areas that is consistent with the potential dangers. For example, areas highly susceptible to flooding can be developed as parks or parking lots. Building codes can be written to require that structures be adequately designed and constructed to withstand the effects of wind and water.

Warning

National Warning System

The federal government has established and maintains a National Warning System (NAWAS) for the dissemination of warnings to state government and to certain local political subdivisions and national weather service stations. The North American Air Defense Command (NORAD) determines probability or imminence of an air or missile attack.

National weather service stations located in Iowa are authorized to use the Defense Civil Preparedness Agency (DCPA) National Warning System (NAWAS) for the transmission of emergency weather warnings and watches within the State of Iowa.

Iowa Warning System

Warning Points (WP) located at state, county, and city level are part of the NAWAS System. The state warning point exercises supervision of the circuit within the state. This circuit is part of the IAWAS. Local warning points in the state may receive all national or state messages but must

relate their messages for national through the state warning point. (See map on page 21.)

Iowa Area Warning Points are the responsibility of the Iowa State Patrol Communications, Department of Public Safety. They disseminate all warnings via the NAWAS, Iowa State Patrol Communications, and Traffic Records and Criminal Justice Information System (TRACIS). Area warning points also use long-distance telephone for warnings when necessary.

Area Warning Point #1 is the Net Control Station for the Iowa State Patrol Communications and is the state warning point.

Natural disaster, major accident, and civil disorder reports may be transmitted over the above IAWAS system.

All air pollution alerts, warnings, or emergencies are initiated by the executive director of the Department of Environmental Quality. These communications will be transmitted by the Iowa State Patrol Communications Area Warning Points.

The Iowa National Guard may transmit alert notifications to key personnel throughout the state using designated IAWAS (NAWAS) Warning Points (WP).

Warnings are relayed from Area Warning Points (Iowa State Patrol Communications) to each county sheriff or each county 24-hour dispatch point as delineated in the Iowa State Patrol Communications System Warning SOP.

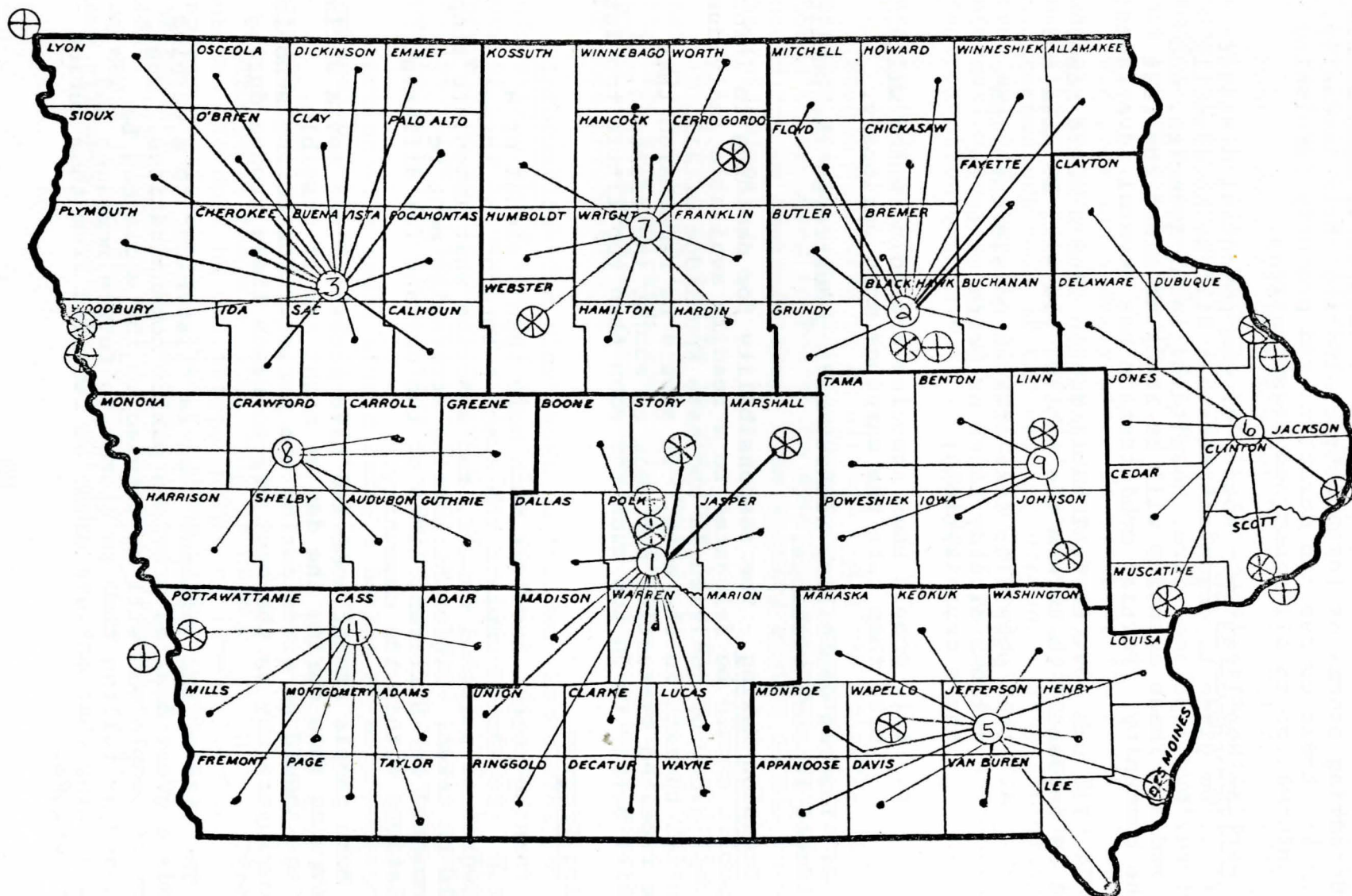
County and municipal governments are responsible for having warning systems and plans for the dissemination of warning to their people.

Use of IAWAS does not replace existing communication systems. National Weather Service Warning Points will initiate Severe Weather Warnings which, in their judgment, require activation of IAWAS system. Only the Des Moines Weather Service Forecast Office will initiate weather watches which, in its judgment, require activation of the IAWAS.

Local Warning System

An effective prediction and warning system is an important element in minimizing destruction. There are several factors which should be taken into consideration.

Reliable information - Information about the potential disaster should be as reliable as possible in order to prevent panic situations. A trained disaster staff with a thorough knowledge of local conditions may prove helpful. After initial detection, this staff in radio equipped vehicles can provide



○ AREA WARNING POINT

⊗ CITY & COUNTY W. P.

⊕ WEATHER SERVICE WARNING POINT

a disaster watch. The National Weather Service is responsible for detecting storms or tornadoes, evaluating their intensity, predicting their course and duration, and promptly furnishing this information to all concerned organizations.

Partial Mobilization - Notice of the potential disaster may first be given to organizations that will be necessarily involved, e.g., police, fire, hospitals, local agencies, and news media. These agencies will be ready to alert the rest of the community. Partial mobilization has several advantages:

1. You can move to full mobilization from a solid base. If it is necessary to inform the public, you will be able to:

- a. tell people to take actions consistent with actions already taken or being taken by these organizations;
- b. tell people what agencies are doing which will make them take the warnings more seriously.

2. You can demobilize without having destroyed the public's confidence in such warnings.

Decision Making - The responsibility for deciding to inform the public should be delegated to a readily available individual or small group of individuals who have knowledge of all potential threats in the area. It should be remembered that while repeated overaction can lead to public indifference, it is still better to do too much too soon than too little too late.

Warning Program

Warning people involves much more than a signal or a whistle. It should explain the exact nature of the threat, the degree of personal danger, and describe what immediate steps should be taken. Different warning strategies must be implemented for different times of the day and for different populations within the community.

More people are at home and have access to the media during the evening than during the day or night and if possible, warnings should be given during the period. Contacting schools and employers may be the best way to reach these groups during the day.

The size of the audience that is "listening" to a warning depends a great deal on previous public communications. The number of people who will be attuned to the media can be increased by telling them to listen to future messages and by suggesting what actions might be required from them during later periods.

Special Populations - Experience shows that certain segments of the population will need more public aid during a disaster than will others.

Many school children may not be able to get to their homes or out of the area without public transportation. It is important to try and insure that an adult be home before young students are released from school. Contacting employers in this regard may be helpful.

The poor and elderly often do not have the physical or monetary resources to cope with major emergencies. They are less likely to be connected with formal organizations that play an intermediary role in the warning process. They are often more isolated from the communication process that transmits information to the rest of society. If evacuation is necessary, transportation may have to be provided.

Warning System

People will need to be alerted and given relevant information. Messages relating specific information or recommending action should be designed to reach the specific audience desired and should not be contradictory. The warning system should include the following:

The Alert--It can be in the form of a siren or whistle that gives the public little information but does get their attention and indicates something is amiss. Alert signals should lead people to turn automatically to the local mass media for more information.

Information--The alert must be followed immediately by information about the nature of the potential disaster. Much of this information would come via the mass media. This information should convince people of the reality of the threat and lead them to take corrective action. Sound trucks could operate in neighborhoods that are going to be hardest hit.

Action--The media should carry a series of messages recommending preventative and protective actions.

Warning and the Media

The media plays a vital role in communicating with the public. It must be delivering frequent, timely, and accurate reports continuously. This requires close coordination between the sources of disaster information and representatives of the media. It might be useful to include a representative of the media in the Emergency Operations Center. At the minimum, news releases should be centralized.

The local radio or TV station is probably best suited to your community's needs. While regional media can and should be utilized, their area of coverage may render them less able to deal with the specific needs of your community.

Emergency Operations Center (EOC)

The immediate problem in a disaster situation is neither uncontrolled behavior nor intense emotional reaction, but deficiencies of coordination and organization complicated by people acting upon individual and often conflicting definitions of the situation. The creation of an Emergency Operations Center (EOC) can help foster coordination. Here, key executives can direct and control emergency operations. All officials will have access to the same information.

Mobilization of Local Officials

There should be a plan for mobilizing key members of the local government. It should include the following:

1. An effective system of communication coupled with a logical method of reporting and assignment of responsibilities.
2. A contingency plan for administrative and legislative succession. This should include giving survivors necessary legal power to continue effective government. A chain of succession should be written for both the central administration and individual departments.
3. A training system for both regular and auxiliary employees (e.g., police reserves) so that each person will be able to fulfill his or her assigned role.

Activation of EOC

A procedure should be established for activating the EOC. The responsibility for activating it should be given to a specific, named individual. Activating the EOC is critical both to the mobilization of organizations and agencies.

Thought should be given as to whom should be included in the EOC. Inclusion of all agency heads fosters cooperation, formulation of goals, and ease in modification of plans. It may also be beneficial to include non-public groups, such as hospitals. However, the EOC should not be overcrowded.

It is also helpful to specify the representatives you want at the EOC. Agency representatives should have authority to make important decisions. Effective communication will allow these department heads to run their agencies from the EOC.

Facilities

An EOC can be established in existing facilities. The most logical headquarters is the local government headquarters or other building that is visible to the community, has adequate space, has at least minimal communication facilities, and would probably remain undamaged in event of disaster.

An effective EOC would also include a physical area where department heads can meet away from general operations of the EOC.

Essential communications should be established. At the very minimum, there should be a switchboard with several outside lines.

Communication

Bringing people physically together is not enough; you will want them to interact and make joint decisions. Get those who will be in the EOC together and draw up a set of priorities and goals to work toward in a crisis. Try and insure that each agency has an understanding of its role during the emergency. It may help to have each agency first draw up its own priorities in event of disaster. Inadequate planning will result in confusion in the EOC.

Radiological Factors Affecting Decision Making in a Nuclear Attack

The topic of radiological hazard is complex and beyond the scope of this report. A report by the National Council on Radiation Protection (Report No. 42) entitled Radiological Factors Affecting Decision Making in a Nuclear Attack, 1974, is recommended reading for anyone concerned with this potential hazard. The report can be obtained at no cost by writing to the National Council on Radiation Protection and Measurements, 7910 Woodmont Avenue, Washington, D.C. 20014.

Chapter 8

DURING A DISASTER

The public and press will want information and will expect the local government to have it. For example, the news media will want such information as the number of dead and injured, areas stricken, estimated dollar amount of damage, the type of damage, and other details of the disaster. A press representative and/or news information center can be established. This person or center could do the following:

1. Gather news from the EOC and departments and compile it into press releases for the executive's approval before release;
2. Function as a central clearing house for people seeking information about families and friends. Central lists of the missing and dead could be maintained here.

Feedback and Rumor Control

People's desire for information during the disaster (as well as before and after) can often lead to a massive telephone jam. You can make provisions to ease this load and to benefit from the calls:

1. Increase the number of personnel on the phones. Personnel whose jobs are not critical in an emergency and volunteers may be used.
2. Increase the number of lines available to disaster related agencies. An information center could be designated as the central place for people to call and its telephone numbers could be disseminated to the public.
3. Establish a routine pattern for calls and a procedure to classify calls.
 - a. Procedures should allow you to determine where the caller is with respect to the disaster scene. People at or near the scene may supply you with information about the disaster, your response, and the public's perception of the crisis.
 - b. Categorize the call in terms of the information the person needs or can give. You may become aware of problems

not known to have existed. If a large number of callers have a similar problem, special information can be transmitted through the mass media and newspapers.

4. If conditions warrant it, the Iowa Insurance Department will see that an Insurance Information Center is established. It will be staffed by insurance trade association personnel, individual companies, and by the Insurance Department. This center will be able to deal with any questions people might have concerning their insurance and actions they should or should not take.

Provision of Services

Perhaps the most important function of the local government during the disaster is the continuation of normal services and the provision of emergency services. To a very large degree, the effectiveness of the local government will depend on the planning done before the disaster.

Several additional factors should be considered:

1. Each department should have its own disaster plan listing the priorities for restoring damaged services.

2. In general, public buildings to be used in rehabilitation work or areas of concentrated population should be given first priority treatment to minimize confusion and rumors.

3. Where trained personnel are lacking, priorities should be established by the local government administration. It should be noted that any drastic changes in the chain of command or normal work assignments will cut the effectiveness of the relief operation.

Volunteers and Crowd Control

Many people will either seek to help relief operations or would be willing to help if such operations were organized. Effective use of volunteers and protection of property requires organization.

Victims - Immediately after the impact, people will begin the process of rescue and recovery. Victims can serve as a useful guide to the organized disaster response since often times they will know the area better than others. Often, helping the victims in their efforts will be more effective than trying to direct them.

Looting - While rumors of looting are widespread, experience

indicates that there is little theft in an emergency. You should instead think in terms of:

1. Monitoring disaster areas to detect actual (not rumored) criminal activity;
2. Symbolic show of force by official police agencies. Volunteers with civil defense armbands can be used to augment the police. This is especially important during an evacuation so people will be less afraid of leaving their property behind;
3. Communications and other measures aimed at keeping onlookers away from the scene to minimize confusion and rumors;
4. Plans for quickly re-assigning personnel from other tasks should an area require increased protection.

Volunteers should be cleared through one or more central points whenever possible. This gives people who want to help a central place to report. Volunteers can then be sent to where they are most needed. Depending on the circumstances, staging areas in close proximity to the area could be established to control the flow of people into the area. The organized response to the feedback of victims in the area might also begin at these staging areas.

The staging point or clearing center should be staffed by people who know the nature of the damage suffered and who know they are responsible for keeping the area clear of non-productive workers. Some communities have successfully utilized the services of personnel from the local state employment commission.

Any outside volunteers should be identified as disaster workers performing officially sanctioned roles, especially after the initial search and rescue operations. One method of achieving this is to issue passes which could be inexpensively reproduced and stored until needed. The pass could include:

1. the person's name;
2. the organization if he or she represents one;
3. the specific reason to enter the area, including job assignment;
4. the time period for which the pass is valid.

While at the time it may seem like unnecessary work, a minimal amount of paper work during the disaster can prevent on-the-site confusion and will increase the chances that people's property will be protected.

Damage Assessment

One of the most unpleasant jobs of local government during and following the disaster is damage assessment. Some form of damage assessment should continue at least as long as the EOC remains in operation. It should be done periodically and should provide daily information for decision making and news briefings.

Reporting

Experience indicates that the preparation of two reports can prove helpful.

General Report - This general report would indicate the type and extent of damage in each area and would be given to the EOC. The EOC officials can use this information to set goals and priorities. For instance, the information could be transferred to large area maps within the EOC. The following form is suggestive of the type that might be used by the team:

Block No. _____	Area _____				
Type of Area: Industrial - Commerical - Residential					
Damage					
	light 0%		moderate		heavy 100%
Gas	1	2	3	4	5
Electricity	1	2	3	4	5
Water	1	2	3	4	5
Roads	1	2	3	4	5
Bridges	1	2	3	4	5
Fire Hazards	1	2	3	4	5
Health Hazards	1	2	3	4	5
Building	1	2	3	4	5
Homeless	1	2	3	4	5
Missing	1	2	3	4	5
Dead	1	2	3	4	5
Comments _____					

Specific Reports - The specific reports would contain more detailed information and would be sent to the various operating agencies. Sufficient information should be included so that the agency will be able to determine the amount of time, number of people, and types of equipment needed to repair the damage.

There are two other aspects to damage assessment of which you should be aware:

Personnel

Provisions for the dead and injured and notification of relatives must be made. Positive identification must be determined and records kept. This can be facilitated by establishing temporary morgues, preferably not too distant from the immediate scene of the disaster. Local relief agencies may be helpful with this. Moreover, local relief agencies should be included in overall preparedness planning in order to minimize confusion. As in this case, these organizations may be able to provide special resources. If not included, these agencies may tend to act independently, resulting in duplicated services.

Property

Property damage should be assessed as soon as possible in order to determine the capabilities of the local government and to decide what forms of assistance will be needed. Assessments of damages to crops, businesses, private property or public structures are also needed by the Iowa Civil Defense Division if outside assistance is to be obtained.

Educational Meeting

A public meeting should be scheduled shortly after conditions have settled down. The purpose of this meeting is to inform affected persons about processing insurance claims.

Chapter 9

POST DISASTER OPERATIONS AND ADMINISTRATION

It is vital that the local government be visibly responsive and responsible to the local community after the disaster.

Mobilization for Rehabilitation

Local government leaders must be aware of the needs of their personnel if these persons are to function effectively. Personnel worried about family safety and suffering probably will be less efficient than those who are not. Thus, one need is to try to alleviate suffering of personnel and their families as soon as possible so that they can aid the general public.

Recovery cannot occur immediately. Rehabilitation is a continuing process throughout which personnel will be needed. Thus, people should not be pushed too hard immediately nor should they be allowed to push themselves too hard. One method of achieving this is enforcing work rotation schedules to prevent the inefficiency caused by fatigue.

While everything is fresh in the minds of those involved, you will want to get their opinions on where operations were successful and not successful. These reports can be used for future planning and could include:

1. Evaluation - Examine how your organizations functioned and evaluate their responses.
2. Development - Develop new materials and programs to assist your emergency agencies in carrying out their missions.
3. Planning - Incorporate your new programs into the planning process as soon as possible. Present them to those involved in planning with the new programs and plans and get them to work operationalizing these new materials.

Outside Assistance

Outside resources may be needed to cope with the effects of the disaster. The normal resource commitment chain is municipal, county, state, and finally federal resources.

The county-municipal civil defense director should be contacted for guidance or assistance in obtaining outside resources. He or she will contact the state civil defense director if resources not common to the municipality or the county are needed. It is essential that damage be reported to the Iowa Civil Defense Division if outside assistance is to be available. Total damage statistics are used as a basis for determining what aid should be pursued. Once the damage is reported, survey teams may be activated to substantiate the loss and justify any request for federal financial aid.

The Iowa Civil Defense Division will serve as the coordinator between the local governments, state agencies, and the federal government.

It should be emphasized that the state provides assistance to you and does not control rehabilitation efforts. This is still primarily your responsibility. Therefore, it is helpful to be aware of the state and federal programs that are available.

State Aid

Contingent Fund

A contingent fund set aside for the use of the executive council may be a source of aid to your community for:

1. Aid to a governmental subdivision (i.e., city, county, or school district) in an area which has been declared a disaster area by the governor; or
2. Expenditures necessitated by the governmental subdivision toward averting or lessening the impact of a potential disaster.

Such aid is available only where the effect of the disaster or the expenditures is the immediate financial inability to meet the continuing requirements of local government.

Application

The governmental subdivision must apply for these funds in such form as the executive council desires and:

1. Show the obligations and expenditures necessitated by such actual or potential disaster; and
2. Provide any further information the executive council desires.

Nature of Aid

The decision to give aid is within the discretion of the executive council. If made, the aid shall be in the nature of a loan and:

1. Be up to 75 percent of the showing of obligations and expenditures;
2. Be made without interest;
3. Be payable from:
 - a. The maximum annual emergency levy, or
 - b. The general fund of a city, or
 - c. The emergency fund of a city.
4. Not exceed one million dollars in any biennial fiscal term of the state;
5. Not be made for any obligations or expenditures which occurred more than two years before the application.

Use of Loan

The proceeds of such a loan shall be applied towards:

1. The payment of costs and obligations necessitated by the disaster or potential disaster.
2. Reimbursement of local funds from which such expenditures have been made.

State Property

Any project for the repair of state property for which no specific appropriation has been made shall be subject to approval by the budget and financial control committee before repair work is begun.

Federal Disaster Assistance Programs

Federal disaster assistance is a supplement to relief provided by the state and its political subdivisions. Primary responsibility for disaster relief rests with state and local government. However, federal assistance is available when state and local resources are insufficient to cope with the effects of a disaster.

In a disaster situation, the Iowa Civil Defense Division is the primary point of contact between local government and the state. Each political subdivision should have some department or individual designated to gather damage information. The official designated to gather damage information should keep the Iowa Civil Defense Division informed of actual or impending disaster damage and situations.

The Iowa Civil Defense Division compiles damage information as reported by government and non-government sources and provides it to the governor. When damage is of disaster proportions and recovery is beyond the capabilities of local government, the governor will declare the county, or all counties witnessing the disaster, a "state disaster area." This declaration serves as an Executive Order to all state departments to render services to the disaster area and also serves to bring the state in line for federal assistance if disaster needs cannot be met with these state services.

A state disaster declaration tends to place a county suffering from a disaster in a zone of eligibility for state assistance. If the state cannot meet specific needs and federal assistance is needed, each county must individually qualify for federal assistance. Some counties might qualify for federal assistance but not state because of the nature of the overall needs; others might qualify for state assistance but not federal. It depends upon the type of disaster and the remaining unsatisfied disaster needs. If the needs unsatisfied by state resources are many and varied, e.g., public loss is high and private loss is high, the governor will request a Presidential declaration, resulting in a wide array of benefits. If the needs are common to one group of people (for example, farmers, and no public assistance is required), the governor will request federal assistance from the secretary of agriculture. The county must qualify, however, for assistance.

When a major disaster has been declared by the President, the Iowa Civil Defense Division, in cooperation with the Federal Disaster Assistance Administration, will conduct briefings at various locations throughout the affected area. Interested parties are notified of these briefings through the civil defense network and the news media. These briefings are held to inform interested parties of the procedures for receiving federal disaster assistance, and to gather damage information from them. From the information provided at these briefings, reported damages are surveyed and damage estimates are prepared by federal agency personnel and state agency representatives. This information is used to compile a project application for public loss. Project applications must be submitted to the Federal Disaster Assistance Administration through the Iowa Civil Defense Division within 90 days following the date

of the major disaster declaration by the President. (See Public Law 93-288 dated May 22, 1974.)

Once the applicant's project application has been approved, financial aid is available for all or a portion of the eligible public disaster expenses, depending on the type of grant requested. After the work has been performed, it is the applicant's responsibility to request final inspection of completed work and submit documentation for eligible costs. When the above requirements have been completed, the applicant may be required to have a federal and/or state audit, depending upon the type of grant.

In many instances, disaster assistance may be obtained from federal government without a Presidential declaration of a major disaster or an emergency. Following are examples of the kinds of assistance available from various federal agencies. The Iowa Civil Defense Division is the point of contact for coordination of these programs.

Search and Rescue

The U.S. Coast Guard and Civil Air Patrol can assist in search and rescue operations, evacuate disaster victims, and transport supplies and equipment.

Flood Protection

The U.S. Army Corps of Engineers has the authority to assist in floodfighting and rescue operations and to protect, repair, and restore federally constructed flood-control works threatened, damaged, or destroyed by a flood.

Fire Suppression Assistance

The Disaster Relief Act of 1974 authorizes the President to provide assistance, including grants, equipment, supplies, and personnel to a state for the suppression of a forest or grassland fire on public or private lands that threatens to become a major disaster. This authority has been delegated to the administrator of FDAA. The governor of a state must request such assistance through the FDAA regional director and should support his request with detailed information on the nature of the threat and the need for federal assistance.

Health and Welfare

The Department of Health, Education, and Welfare can provide assistance to state and local welfare agencies and to state vocational rehabilitation agencies. The Public Health Service can aid states and local communities in emergency health and sanitation measures. The Food and Drug Administration can work with state and local governments in establishing public health controls through the decontamination of condemnation of contaminated food and drugs.

Emergency Conservation Measures

The secretary of agriculture may designate areas eligible for the Emergency Conservation Measures program of the Agricultural Stabilization and Conservation Service. This program provides for payments of up to 80 percent of the cost to rehabilitate farm lands damaged by natural disasters.

Emergency Loans for Agriculture

In areas designated as eligible by the secretary of agriculture under his own statutory authorities, the Farmers Home Administration may make emergency loans to farmers, ranchers, and oyster planters.

Disaster Loans for Homeowners and Businesses

The Small Business Administration can provide both direct and bank-participation disaster loans to qualified homeowners and businesses to repair or replace damaged or destroyed private property. Economic injury loans can help small firms suffering economic losses as a result of a disaster.

Repairs to Federal Aid System Roads

The Federal Highway Administration, Department of Transportation, can provide assistance in a widespread disaster to restore roads and bridges on the Federal Aid System.

Tax Refund

The Internal Revenue Service can assist individuals in obtaining tax refunds for losses resulting from natural disasters.

Private Organizations

An essential element of almost any disaster relief effort is the assistance provided by private relief organizations in the distribution of food, medicine, and supplies; the provision of emergency shelter; and the restoration of community services. The American National Red Cross, which operates under a Federal Charter (as provided by Public Law 58-4, approved January 5, 1905, 33 Stat. 599), provides grants and other types of assistance to individuals and families in disasters to meet their emergency needs. The Salvation Army, the Mennonite Disaster Service, and other charitable organizations and church groups also provide significant assistance to those in need of help.

Chapter 10

PROTOTYPE ORGANIZATIONAL STRUCTURE AND TYPICAL FUNCTIONS OF SUB-STATE ECONOMIC STABILIZATION ORGANIZATIONS IN EVENT OF NUCLEAR EMERGENCY

As a local official, you should be aware that there is an organizational structure and operational plans for stabilization of the economy in the event of a nuclear emergency. The structure and plans provide for price stabilization, rent stabilization, and consumer rationing programs.

The federal, state, county (or intermediate), and municipal levels all have areas of responsibility.

The specific functions and responsibilities of the state level organization are set forth in the state's "Emergency Resource Management Plan," and those of "local boards" are contained in the kit of "Emergency Economic Stabilization Operating Instructions" issued by the Office of Emergency Planning. This chapter is intended to fill the organizational "gap" between the state level organization and the "local boards." These "in-between" organizational entities are termed "intermediate" and "municipal" level organizations. Specific functions, responsibilities, and the interrelationships between these organizations are described following.

Definitions

Economic Stabilization

The term "economic stabilization" generally covers the "indirect" controls (monetary, credit, and tax measures) necessary to maintain and stabilize the economy following a nuclear attack on the United States. It also means the equally important "direct" controls necessary to stabilize prices, wages, salaries, and rents, and to ration essential consumer items.

Essential Consumer Items

"Essential consumer items" means those items that are necessary to satisfy essential needs of individual consumers

such as food, clothing, and petroleum products, etc. Identification of such items is to be made by federal, state, "intermediate level," and when appropriate, municipal level resource management authorities.

Intermediate Level

"Intermediate level" means the geographical, political, or economic area (such as district, area, county, group of counties) which has been designated by state authorities as an intermediate level from which these economic control programs will be administered. This is the level which will establish and direct the activities of "local boards" except where this responsibility has been delegated to municipal level authorities. (See organizational chart, page 42.)

Municipal Level

This is an organizational level established by mutual agreement between "intermediate level" authorities and municipal authorities for the purpose of providing more effective administration. Authorities at this level would function under the general direction of the "intermediate level," but would establish, operate, and supervise their own local price, rent, and rationing boards.

Local Boards

These are price stabilization, rent stabilization, and consumer rationing boards which are established and supervised either by the "intermediate level" authority or by "municipal level" authority. In either event these boards will deal with the general public and will carry out the price, rent, and consumer rationing programs in accordance with the guidance material contained in the kit of "Emergency Economic Stabilization Operating Instructions."

Emergency Activation

The economic stabilization organization would become activated on the declaration of an emergency by the President of the United States, the issuance of a "Federal General Freeze Order," and by the issuance of an order by the governor directing compliance with and enforcement of the provisions of the "Federal General Freeze Order." The head of government, whether it be at the intermediate or local level, would issue such orders and directives as are necessary to support and implement the provisions of this plan, together with those of the "Federal General Freeze Order" within this area of jurisdiction. These orders or directives would also delegate authority to the head of the economic stabilization organization to administer these emergency programs.

Designated organizations, responsible for providing administrative support, i.e., personnel, space, equipment, and supplies, to the economic stabilization organization, would be directed to fulfill their responsibilities immediately.

Functions and Responsibilities

There are, different levels from which the state's economic stabilization functions and responsibilities can be carried out. The specific functions and responsibilities of the intermediate and municipal levels are described following. In the interest of clarity, the broad functions and responsibilities of the federal departments and agencies having a role in economic stabilization matters and those of state government are also described. Beginning with the federal departments and agencies, these are:

Responsibilities of Federal Departments and Agencies

Office of Emergency Planning

1. Responsible for developing policies, plans, programs, and guidance material to be employed in the administration of price stabilization, rent stabilization, and consumer rationing programs.

2. Responsible for participating in the development of (and for supporting) emergency monetary, credit and banking policies, plans, and programs, and for coordinating these policies, plans, and programs with the "direct" economic controls, i.e., price stabilization, rent stabilization, wage and salary stabilization, and a consumer rationing system.

3. Responsible, through its regional offices, for providing detailed guidance with respect to the administration of price stabilization, rent stabilization, and consumer rationing programs to the state level economic stabilization organization and for assisting in the decentralization of these programs to sub-state levels.

U.S. Department of Treasury, Board of Governors, of the Federal Reserve System, Federal Home Loan Bank Board, and other major Federal financial agencies or institutions

1. Responsible for the development and implementation of emergency monetary, credit and banking measures. (Detailed direction and other written guidance material with respect to these measures have been provided to all banking institutions since they are responsible for carrying out, and operating under, such measures in the event of a nuclear attack. Such measures are fully described in the booklet titled, "Money, Credit and Banking" which is a part of the "Emergency Economic Operating

Instructions." State and intra-state authorities have no preparedness or operational responsibilities with respect to these "indirect" controls.)

U.S. Department of Labor - Wage and Hour and Public Contracts Divisions. (Under delegated authority and coordination from the Office of Emergency Planning.)

1. Responsible for the development of policies, plans and programs for stabilizing wages and salaries.
2. Responsible for administering the wage and salary stabilization program through their field offices.
3. Responsible for coordinating the wage and salary stabilization program with authorities (at all operating levels) responsible for the administration of price stabilization, rent stabilization, and consumer rationing programs.

Responsibilities of the State Government

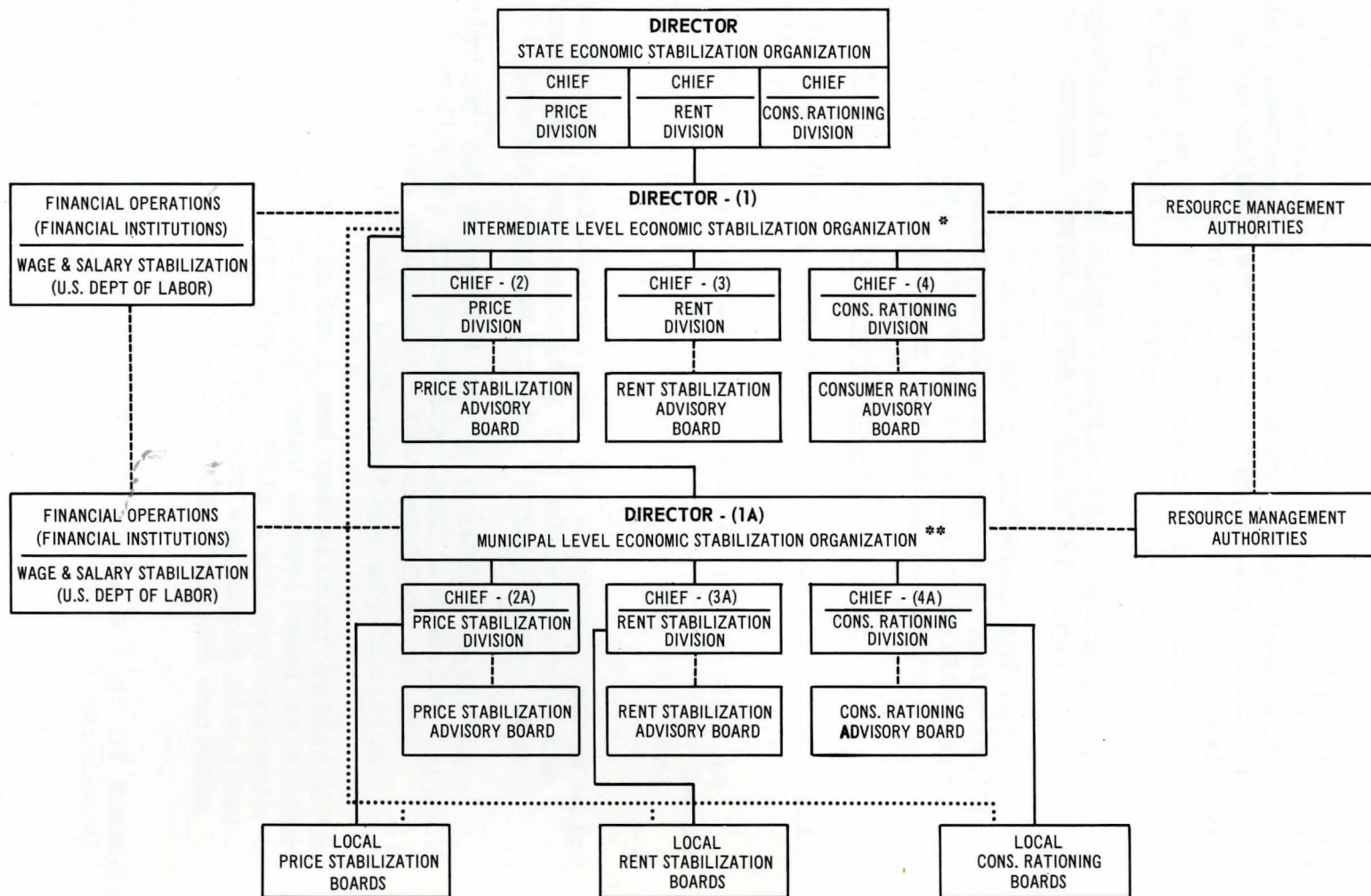
The state's emergency economic stabilization organization is responsible for:

1. Developing, pre-attack, throughout the state, an organizational and operational capability to administer price stabilization, rent stabilization, and consumer rationing programs.
2. Determining and designating the organization to which will be assigned the responsibility for administering the economic stabilization program at the "intermediate level."
3. Assigning (if possible) to an existing department or agency the responsibility for providing administrative support, i.e., personnel, space, equipment, and supplies, to the "intermediate level" economic stabilization organization.
4. Providing organizational and operational guidance to the "intermediate level" which has been established at either an area, district, or county level. This includes criteria to establish and provide adequate staff for the three divisions, i.e., price stabilization, rent stabilization, and consumer rationing.
5. Providing, on behalf of the governor, a list of essential individual consumer survival items that are to be distributed to consumers through the rationing system.

Responsibilities of the "Intermediate Level" (Area, District, County)

The principal functions of the economic stabilization organization at this level are to provide comprehensive guidance to the next lower organization of government whether it be to the "municipal level" or, in the absence of a "municipal level," directly to "local boards."

ECONOMIC STABILIZATION PROTOTYPE ORGANIZATIONAL CHART SUB-STATE LEVEL



————— DIRECTION
 DIRECTION (IN ABSENCE OF MUNICIPAL LEVEL ORGANIZATION)
 - - - - - LIAISON

* State Designated County, District, Area, etc. Organization
 ** If Not Established, Intermediate Level Supervises Local Boards

Appendix A

ORDINANCE NO. _____

AN ORDINANCE ESTABLISHING RESPONSIBILITY AND PROCEDURES FOR CIVIL DEFENSE DURING PUBLIC EMERGENCIES, PROVIDING FOR INTEGRATION WITH COUNTY AND STATE CIVIL DEFENSE PLANS, AND PROVIDING A PENALTY FOR VIOLATIONS OF THE PROVISIONS OF THIS ORDINANCE.

Be It Ordained by the Council of the City of _____, Iowa:

SECTION 1. CIVIL DEFENSE ORGANIZATION. There is hereby created a civil defense organization for carrying out the responsibility of the municipality for civil defense in times of public emergency. The mayor shall be executive director of the civil defense organization and shall be responsible for the direction of all operations for the protection of the health, safety, and welfare of the citizens of the city. Said organization shall function in accordance with a civil defense emergency plan which shall be coordinated with the plans adopted by _____ County and the state, in accordance with state law.

SEC. 2. CIVIL DEFENSE DEFINED.

A. "Civil defense" shall mean the protection of persons and property by all measures available to the municipal government and with such assistance as required and possible from other governmental agencies, together with organized efforts of private persons and agencies to meet public emergencies. It shall encompass pre-planning, prevention, and assistance to those affected by public emergencies.

B. "Public emergencies" shall mean:

(1) Any natural disaster or man-made calamity, including flood, conflagration, cyclone, tornado, earthquake, or explosion resulting in the death or injury of persons or the destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety, and welfare.

(2) Any threat to public safety, health, and welfare resulting from declared or undeclared war against the United States.

C. "Civil defense emergency plan" shall mean an outline of duties and responsibilities and their assignment to persons, officers, and agencies as drawn up under the direction of the mayor, and as approved by resolution of the council.

SEC. 3. AUTHORITY. The mayor may delegate such portions of the details of operation to an assistant director or civil defense coordinator as will best serve the carrying out of the civil defense emergency plan, but the council shall approve the appointment of such an officer. The mayor shall designate alternates, and order of succession subject to their approval by council, to serve in his place in the event he is unable to act due to absence or disability.

SEC. 4. LIABILITY. Insofar as permitted by state law, the municipality, when acting in consonance with the civil defense emergency plan, shall not be liable for failure to provide protection or to prevent damages to persons or property, the purpose of such plan being to ameliorate conditions arising from the emergency by organized effort. The municipality shall carry such insurance on voluntary civil defense workers as deemed advisable by the council upon recommendation of the city attorney.

SEC. 5. PENALTY. Any person who shall violate the orders of the mayor or of duly constituted officers when carrying out the civil defense plan during the period of emergency shall, upon conviction, be subject to imprisonment not exceeding 30 days, or a fine not exceeding \$100.

SEC. 6. SEVERABILITY CLAUSE. If any section, provision, or part of this ordinance shall be adjudged to be invalid or unconstitutional, such adjudication shall not affect the validity of the ordinance as a whole or any section, provision, or part thereof not adjudged invalid or unconstitutional.

SEC. 7. EFFECTIVE DATE. This ordinance shall be in effect from and after its final passage, approval and publication as provided by law.

Passed by the Council the _____ day of _____, 19____,
and approved this _____ day of _____, 19____.

Mayor

Attest:

Clerk

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