

# IOWA

# Emergency Response Plan

Basic Plan PLUS

15 Emergency Support Functions (ESFs)

Special Needs Support Annex



*Iowa Homeland Security and  
Emergency Management Division*

October 2010

## Basic Plan

### 1. Introduction

#### 1.1. Plan Organization

The State of Iowa has adopted a multi-hazard approach to managing the consequences of emergency/disaster response. Underlying this approach is the principle that a standard set of generic functional capabilities can be employed to effectively address a wide variety of hazardous conditions and categories of incidents, whether these have a known probability of occurring or are totally unforeseen. Therefore, to the greatest extent possible, the activities described and assigned in this plan are organized along functional lines first, rather than by agency, type of hazard, or type of incident.

Contained in this section of the Plan, known as the “Basic Plan,” are instructions, policies, and explanatory information related to many or all of the agencies/entities involved in emergency/disaster response, as well as information about the legal and administrative foundations for the Plan, the state’s characteristics and significant hazards, lines of succession for the state’s chief executive, plan activation requirements, and the structure of the response organization.

Emergency Support Functions (ESF) comprise the majority of the remainder of the plan. The ESF’s are interdependent with each other and with the Basic Plan and should not be viewed as “stand-alone” plans. Support Annexes and Incident Annexes supplement the response activities detailed in the ESF’s. Addenda are plans tied specifically to state level responses to incidents affecting state property or state operations.

- 1.1.1. Basic Plan - Provides a broad operational blueprint of the State of Iowa’s approach to an emergency/disaster response. The scope of this Plan section is state-government-wide, versus a focus on the operations associated with a specific agency, function, hazard, or incident type. The intended audience is the set of state government executive decision-makers.
- 1.1.2. Emergency Support Functions (ESF’s) - Focus on information needed to carry out a specific function, such as mass care or public safety and security. The intended audience is the set of agencies and other organizations providing a primary or supporting role in carrying out the function.
- 1.1.3. Support Annexes - Describe how the State coordinates and executes the common functional and administrative processes necessary to ensure efficient and effective incident management. The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident, simultaneously supporting several ESF’s.
- 1.1.4. Incident Annexes - Address contingency or hazard-specific situations requiring specialized responses. They are tied to specific types of incidents and describe the policies, situation, concept of operations and responsibilities pertinent to the type of incident in question
- 1.1.5. Addendum - The Iowa Capitol Complex Emergency Response Plan is an Addendum to the Iowa Emergency Response Plan. Many of the functions noted in the plan would be used to respond to an event on the Capitol Complex. The addendum includes additional roles and responsibilities for local and state responders as well as employees and visitors for an emergency response to the Capitol Complex.

## 1.2. Plan Purpose

This Plan provides a mechanism for delivering state resources and other assistance to local governments and state agencies during and after an emergency or disaster. This Plan is based on the premise that the preservation of life, health, safety, and property and the minimization of human suffering are the top priorities during an emergency/disaster response.

## 1.3. Plan Scope

- 1.3.1. This is a response plan and is primarily concerned with the assignment and coordination of the activities of those state agencies that comprise state government's emergency/disaster response capability. This Plan is limited to identifying, describing, and coordinating only the activities undertaken after an emergency or disaster occurs, or when such an occurrence is likely or imminent. The primary reason for performing response activities is to protect life, health, safety, and property from the immediate consequences of a natural or human-caused emergency or disaster.
- 1.3.2. There are many state government activities, responsibilities, and programs that are outside the realm of "response," but are otherwise related to emergencies or disasters. The execution and coordination of these activities is described elsewhere, such as in the Iowa Disaster Recovery Plan, the Iowa Hazard Mitigation Plan, the Capitol Complex Emergency Response Plan, the State Continuity of Operations Plan and other applicable strategic planning documents. For example, the following categories of emergency management activities are not addressed in this plan:
- Preparedness (i.e., developing this and other emergency response and recovery plans and supporting procedures, building human and material resource capabilities to support implementation of these plans and procedures, and testing plans, procedures, and associated capabilities through drills and exercises).
  - Mitigation (i.e., measures taken to prevent an emergency or disaster from occurring, or to prevent or reduce the undesirable consequences of emergencies or disasters that do occur).
  - Strategic Planning (i.e., defining an organizational mission; establishing the goals, objectives, and tasks that follow from and serve to execute this mission; creating and applying a methodology for measuring progress toward the completion of strategic goals).
  - Operational procedures (i.e., step-by-step descriptions of how agencies, organizations, individuals, or other entities will carry out the responsibilities assigned to them in this Plan). This plan should be used as a basis for state agencies to develop Standard Operating Procedures (SOP's) describing how they would meet the response activities outlined in this plan.
- 1.3.3. This Plan describes what response related activities state government must be prepared to complete and which agencies are responsible for completing them. In some instances, the Plan also provides information on when and where these activities should occur. It does not, however, address how the activities assigned to a particular agency are to be completed.

Instead, it is the responsibility of each agency to develop the procedures, training programs, and equipment inventories needed to ensure that they are capable of completing assigned response tasks should they be called upon to do so in either an exercise or an actual emergency or disaster.

- 1.3.4. This Plan does not assign actions or responsibilities to entities outside of Iowa state government, such as to local governments, the federal government, or private sector non-profit and for-profit organizations. The Plan does describe such actions and responsibilities when they play an essential role in the execution of the state Plan and when it is assumed, based on previous experience and/or standing agreements and/or the plans of those entities, which the state can reasonably rely on the appropriate implementation of those actions and the fulfillment of those responsibilities.

## **2. Activation of this Plan**

This Plan goes into effect immediately and automatically upon the issuance of a Proclamation of Disaster Emergency by the Governor. In many instances, the State Emergency Operations Center (SEOC) will be activated at some level when this Plan is activated, although there is not a direct relationship between these two actions. The Plan may be activated without activation of the SEOC. Likewise, limited activation of the SEOC may occur without a Governor's proclamation and the associated activation of this Plan.

## **3. Plan Foundations**

### **3.1. Legal Basis**

#### **3.1.1. State Statute**

- **CODE OF IOWA CHAPTER 29C – EMERGENCY MANAGEMENT**  
Sets forth the powers of the Governor under a Proclamation of Disaster Emergency and a Proclamation of a State of Public Disorder; describes the powers and duties of the Adjutant General and the Homeland Security and Emergency Management Division; presents the articles of the Emergency Management Assistance Compact, as adopted by the state.
- **CODE OF IOWA CHAPTER 139A – COMMUNICABLE AND INFECTIOUS DISEASE REPORTING AND CONTROL ACT**  
Addresses quarantine and movement control powers of state and local public health authorities as they apply to preventing the spread of communicable diseases.
- **CODE OF IOWA CHAPTER 136C RADIATION MACHINES AND RADIOACTIVE MATERIALS**  
Designates the Iowa Department of Public Health as the “state radiation control agency,” responsible for regulating the installation and use of radiation machines and the use of radioactive materials in Iowa, and giving that agency the power to issue an order stating that an emergency exists and requiring that action be taken as necessary to properly respond to the emergency.
- **CODE OF IOWA CHAPTER 163 – INFECTIOUS AND CONTAGIOUS DISEASES AMONG ANIMALS**  
Provides the legal basis for certain actions associated with the prevention, surveillance, containment, and eradication of infectious animal diseases, including animal identification, inspections, quarantining, and indemnification.

- **CODE OF IOWA CHAPTER 167 – USE AND DISPOSAL OF DEAD ANIMALS**  
Contains legal stipulations regarding the disinfection, transportation, and disposal of animal carcasses, including those believed or known to have died of a disease.

3.1.2. State Administrative Code

- **IOWA ADMINISTRATIVE CODE 605 – EMERGENCY MANAGEMENT**  
Chapter 7: Local Emergency Management  
Chapter 9: Iowa Emergency Plan  
(supports chapter 29C of Iowa Code)
- **IOWA ADMINISTRATIVE CODE 641 – PUBLIC HEALTH**  
Chapter 1: Notification and Surveillance of Reportable Communicable and Infectious Diseases, Poisonings, and Conditions  
(supports chapter 139A of Iowa Code)
- **IOWA ADMINISTRATIVE CODE 21 – AGRICULTURE AND LAND STEWARDSHIP**  
Chapter 64: Infectious and Contagious Diseases  
(supports chapter 163 of Iowa Code)

3.1.1 Federal Law/Regulations

- **ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT, PUBLIC LAW 93-288, AS AMENDED BY PUBLIC LAW 100-707**  
Explains how states request a Major Disaster or Emergency Declaration from the President to obtain various types of assistance from the federal government; describes these types of assistance; lists federal disaster assistance available without a Presidential declaration.
- **TITLE 29 OF THE CODE OF FEDERAL REGULATIONS, SECTION 1910.120, PARAGRAPH (q) – EMERGENCY RESPONSE TO HAZARDOUS SUBSTANCE RELEASES**  
Describes procedures, training, and personal protective equipment required for those responding to a hazardous materials incident; requires the use of a site-specific incident command system to coordinate responders and communications at the scene of a hazardous materials incident.

**3.2 Signed Agreements Between Agencies**

Letters of Agreement (LOAs) and Memoranda of Understanding (MOUs) are maintained at the Homeland Security and Emergency Management Division Office

**3.3. Others Plans that Support or are supported by this Plan**

- 3.3.1. National Response Framework, activated in March 2008 and replacing the National Response Plan as the Federal Government's guidance for Disaster Response.
- 3.3.2. United States Government Interagency Domestic Terrorism Concept of Operations Plan
- 3.3.3. US Army Corps of Engineers Emergency Plans for:
  - Coralville Dam and Lake, Johnson County
  - Rathbun Lake, Appanoose County

- Red Rock Dam and Lake, Marion County
- Saylorville Dam and Lake, Polk County

3.3.4. State of Iowa Radiological Emergency Response Plan

3.3.5. State of Iowa Continuity of Operations Plan

3.3.6. State of Iowa Capitol Complex Emergency Response Plan

## **4. Planning Considerations**

### **4.1. Situation**

#### **4.1.1 Key State Characteristics**

- Physical features

Iowa's area is 56,276 square miles. Eighty-six percent of this is farmland and 5% is forested. About one percent of the state is owned by the federal government. The terrain in Iowa is flat to rolling, with an average elevation of 1100 feet above sea level, ranging from 480 feet at the Mississippi to 1670 feet in northwestern Iowa, near the Minnesota border. Iowa is roughly rectangular in shape and shares borders with six states: Minnesota to the north; Wisconsin and Illinois to the east; Missouri to the south, and Nebraska and South Dakota to the west. The Mississippi River forms the eastern border and the Missouri and Big Sioux Rivers the western border.

- Transportation Infrastructure

Interstate 80 runs east-to-west across the state, and Interstate 35 runs north to south, intersecting near the center of the state at Des Moines and roughly dividing the state into quadrants. The state's primary rail lines are operated by Burlington Northern Santa Fe; Chicago, Central, and Pacific; Iowa Interstate; and Union Pacific.

Barges move 70 to 85 million tons of cargo annually along the Mississippi between Minneapolis and the mouth of the Missouri River at St. Louis. Agricultural commodities, petroleum products, and coal are the leading cargoes, with farm products accounting for approximately half of the total tonnage shipped.

Each county has a regional airport as well as larger, commercial airports in Des Moines, Cedar Rapids, Mason City, Sioux City, Cedar Falls and Dubuque. Most of the traffic is passenger with commercial air transportation from the Des Moines International Airport.

There are various pipelines crossing the state transporting natural gas and liquid petroleum products. These are all commercially owned systems.

- Climate

Iowa has a continental climate with hot, moist summers and cold, generally dry winters. The average annual temperatures range from about 46 degrees Fahrenheit in the north to about 51 degrees Fahrenheit in the south. The extreme recorded temperatures in the state have ranged from -47 degrees Fahrenheit in 1912 to 118 degrees Fahrenheit in 1934. The average annual precipitation increases gradually from about 25 inches in the northwest to about 34 inches in the southeast. The

amount of rain received during the floods of 1993 was an extreme exception to historical averages. Although most of the annual precipitation falls in the warm months, snowstorms, ice storms, and occasional blizzards occur during the winter. Thunderstorms, sometimes accompanied by damaging winds, tornadoes, and/or hail, are common in summer. Droughts severe enough to cause widespread crop losses occur about every 20 years.

- Demographics

According to the 2000 census, the population of Iowa is 2,926,324, a 6% increase since the 1990 census. The median age is 37 years. Twenty-eight percent of the population is under 20 years of age, while 15% is over 65 years old.

Iowa is largely a rural state. Of its 99 counties, just six have populations in excess of 100,000. Another 18 have populations greater than 25,000, but not exceeding 100,000. The remaining 75% of Iowa's counties have populations of 25,000 or less. Only two of the states approximately 950 cities have populations over 100,000 (Des Moines – 198,682, and Cedar Rapids – 120,758).

- Commercial/Industrial Base

Many of the leading industries in the state are tied to agriculture, and include food processing, livestock feed manufacturing, meat packing, and the manufacture of fertilizers and chemicals. Other significant industries are printing and publishing, finance, insurance, and the production of rubber, plastic, and fabricated metal products.

#### 4.1.2 State Hazard Summary

Iowa is subject to a wide variety of naturally occurring and human-caused hazards, each of which poses a threat to life, health, safety, and/or property. An understanding of these hazards, their likelihood, and the potential consequences associated with them is an essential step in the development and maintenance of a useful response plan. Listed below are the hazards most likely to produce disaster/emergency situations in Iowa.

- Natural Hazards

- Atmospheric Hazards – Thunderstorms/lightning, tornadoes, windstorms, hailstorms, blizzards and other severe winter storms
- Extreme Heat
- Geologic/Seismic Hazards – Expansive soils, earthquakes, mining or other underground incidents, landslides, subsidence
- Hydrologic Hazards – River flooding, flash flooding
- Drought
- Agricultural Hazards including Infectious animal disease outbreak or crop disease/infestation

- Epidemic/pandemic Disease in a Human Population including contagious, food/water-borne, vector-borne, or air-borne
- Technological Hazards
  - Hazardous chemical releases – Fixed-site, transportation
  - Nuclear/radiological incident – Nuclear power plant, non-nuclear power plant
  - Critical infrastructure failure – telecommunications, electrical power generation/transmission/distribution, natural gas distribution, transportation systems
  - Fire, either urban/structural or forest/grassland
  - Attack by a Foreign Enemy either war or international terrorism
  - Civil Hazards - public disorder, domestic terrorism, or Prison uprisings/riots
  - Transportation Incidents - air, highway, rail, pipeline, barge/other water transportation, water control structures – Dams, levees

#### **4.2. Overview of State Response Resources**

Under a Governor's Proclamation of Disaster Emergency, the use of all state resources may be redirected for any appropriate response purpose. Note that the following is a non-exhaustive summary of major categories of some of the resources that have been most commonly employed in past responses to an emergency or disaster.

##### **4.2.1. Personnel**

Within Iowa State government, the agencies of the Executive Branch alone employ in excess of 20,000 people, about 7,500 of whom work in or around the Capitol Complex in Des Moines. The five Board of Regents institutions (The University of Iowa, Iowa State University, The University of Northern Iowa, The Iowa Braille and Sight Saving School, The Iowa School for the Deaf) are an additional source of human resources.

##### **4.2.2 Equipment**

- The Department of Natural Resources (DNR) has large inboard/outdrive-type boats on Mississippi River and larger lakes, flatbottom boats with outboard motors, water rescue equipment, snowmobiles, and all-terrain vehicles.
- Department of Transportation (DOT) has backhoes, front-end loaders, medium-duty and heavy-duty trucks, boom trucks, "Hi-Reach" aerial work platforms, excavators, medium-duty and heavy-duty tractors, pickup trucks, skid loaders, "arrow board" signage, changeable message sign (CMS) boards, impact attenuators, water tanks, chain saws, brush chippers, air compressors, portable welders, and barricades.
- The Iowa National Guard (ING) has front-end loaders, dump trucks, chain saws, helicopters, generators, pumps, limited water-haul and water purification capabilities, long- medium- and short-haul transports, ambulances, and fuel tankers.
- The Department of Public Safety (DPS) has:



- State Patrol – Aircraft with pilots, a mobile command center, a mobile communication van, and patrol vehicles;
- Fire Marshal – Portable x-ray machines, bomb suits, search suits, bomb disrupters, a bomb trailer (limited response distance);
- Division of Narcotics Enforcement – Air quality monitors, self-contained breathing apparatuses (SCBAs) with extra air tanks, air purifying respirators, response vehicles with SCBAs and extra air tanks, level A and level B chemical-resistant suits, fire retardant suits.
- The Homeland Security and Emergency Management Division has cellular and satellite telephones, laptop and hand-held computers, 2-way radios, GIS equipment towers, desktops, plotters, projectors, radiological monitoring and detection equipment.

#### 4.2.3 Supplies

First-aid supplies (DPH), snow fencing (DOT), evidence collection supplies (DPS).

#### 4.2.4 Specialized Response Resources

- Iowa National Guard, 71<sup>st</sup> Civil Support Team (CST) – The CST organization is designed to augment local and regional terrorism response capabilities in events known or suspected to involve Weapons of Mass Destruction.
- DPS, Iowa's Bomb Squad Task Force.
- DPS, State Patrol has seven K-9 units for tracking and 48 tactical team officers.
- DNR maintains a 24-hour hotline for reporting chemical spills/releases, and/or obtaining over-the phone or on-site technical assistance related to the spill/release.
- Disaster Medical Assistance Team (DMAT'S) may provide primary health care and/or augment overloaded local health care staff. DMATs are designed to be a rapid-response element to supplement local medical care.
- Incident Management Teams (IMT) consist of expert individuals trained and qualified to provide Incident Command System (ICS) command/general staff positions, and, thus team members have the capacity to support their counterparts at the local level.
- Weapons of Mass Destruction Tactical Teams provide statewide cover-age with four local and four state tactical teams, for a total of eight Chemical, Radiological, Biological, Nuclear and Explosive (CBRNE) Tactical Teams. Each Team is comprised of 12 tactical operator team members, for a total of 96 CBRNE trained and equipped tactical operators.
- Iowa Task Force 1 is a multi-disciplined Urban Search and Rescue Team capable of responding to man-made and natural disaster involving structural collapse and confined space incidents.

- Disaster Mortuary Operational Response Teams (DMORT'S) can provide victim identification and mortuary services.
- Iowa Veterinary Rapid Response Teams. (IVRRT's) assist in protecting Iowa's animal industry. Members act under authority of the State Veterinarian to prevent and control foreign animal disease and respond to animal health emergencies.

### **4.3. Assumptions**

- 4.3.1 Local governments will not request assistance from the state for the execution of an emergency/disaster response until local capabilities and resources have been overwhelmed, or until it appears likely that they will be overwhelmed before projected response activities are completed.
- 4.3.2. Many local officials are familiar with, and will employ, an incident management system to direct response activities at the scene of an incident. Note that the use of such a system at the scene of a hazardous materials incident is required by federal law.
- 4.3.3. Federal response assets, when requested by the state, will not be available immediately. Depending on what is requested, it will take from a few hours to a few days for federal assets to reach the scene and be made operational.
- 4.3.4. Local governments possess widely varying levels of plans, procedures, equipment, supplies, and training. Therefore, the point in an emergency/disaster response at which state assistance is requested will also vary widely among affected jurisdictions.

### **4.4 Policies**

- 4.4.1. The protection of human life will take precedence over all other response priorities, including crime-scene preservation and property protection.
- 4.4.2. First responders play a central role in saving human lives from the consequences of an emergency or disaster, and often do so at a ratio of one responder to many lives saved. Therefore, state government will make all reasonable accommodations needed to ensure the safety of first responders, and will expect other political subdivisions to do likewise.
- 4.4.3. When state government responds to requests for technical assistance and or other resources by local government, it will not take over command of the incident scene, nor will it manage the overall coordination of local response activities and agencies from the local emergency operations center. Instead, local government will maintain operational control over, and ultimate responsibility for, response decisions and activities at the scene, at the local emergency operations center, and elsewhere within the jurisdiction.
- 4.4.4. Throughout the response to an emergency or disaster, state government will retain responsibility for the safety and actions of its personnel deployed to the incident scene, other forward locations, and to the SEOC, regardless of who has operational control of a particular location or mission.
- 4.4.5. No state employees will be asked, expected, or permitted to work under conditions for which they do not have the proper training or personal protective equipment, as required by state and federal occupational safety and health regulations.
- 4.4.6. Forward-deployed state personnel will have received training on and will operate within the incident management system framework.

- 4.4.7. When an incident occurs at a state-owned or state-managed facility, such as the Capitol Complex, a state correctional facility, a Department of Human Services institution, or a Board of Regents institution, state government will assume control of the scene and will employ a unified command system to direct and manage on-scene operations.
- 4.4.8. State government shall provide emergency resources, technical advice, and other response-related services without regard to race, religion, national origin, language, socioeconomic status, gender, or political party affiliation.
- 4.4.9. Although the Governor or the Governor's Authorized Representative (typically the Homeland Security and Emergency Management Division Administrator or a designee) has the authority to assign the use of Iowa National Guard assets for emergency/disaster response purposes, including a response to civil emergencies, all state military support to civilian authorities will remain under the operational control of the Military Division of the Department of Public Defense.
- 4.4.10. Iowa National Guard resources are to be kept in reserve whenever possible and not deployed until local and other state capabilities have been exhausted and all feasible private sector options have been explored.
- 4.4.11. State agencies involved in an emergency or disaster response will maintain complete and accurate records of all of their disaster-related expenditures.
- 4.4.12. No state employees will make unauthorized disclosures of information about emergency/disaster response operations or conditions to the media or to the general public.
- 4.4.13. The heads of all state agencies that play a role in the implementation of this plan will designate a primary and alternate successor for themselves and all key supervisory positions within their agencies for the purpose of maintaining continuity of leadership, authority, and responsibility.

## **5. Concept of Operations**

### **5.1. Response Mission**

To maximize the survival and preservation of life, property, and the environment in the event of any natural or human-caused disaster or major incident affecting any city or rural areas by making the best use of available personnel, equipment, facilities, supplies, or other resources.

### **5.2. Response Priorities**

- 5.2.1. Preserving life and minimizing risks to health.
- 5.2.2. Minimizing hardship and suffering.
- 5.2.3. Restoring essential services.
- 5.2.4. Protecting property and the environment.
- 5.2.5. Providing timely, regular, accurate, and complete emergency communications to the public, either directly or through the media.

### 5.3. Response Overview

It is the responsibility of emergency management, at the local, state, and/or federal level, to obtain the type and quantity of resources needed to adequately support on-scene operations in large-magnitude, complex, and/or multiple incident situations.

These resources are usually not under the direct control of emergency management agencies, but rather are provided through multi-agency coordination under a comprehensive emergency response plan.

#### 5.3.1. Initial State Government Response Actions

- Obtain disaster information from County Emergency Management Coordinators and other local contacts via telephone, fax, Web EOC, and/or email.
- Obtain a Governor's Proclamation of Disaster Emergency.
- Determine what state agency personnel and/or other resources will be needed to assist with the response.
- Notify the emergency contacts of applicable state agencies.
- If necessary, activate the SEOC, at a staffing level to be determined by HSEMD.
- Continue to obtain status information from local sources via telephone, fax, WebEOC, and/or e-mail.
- Conduct disaster assessments as needed.
- Deploy state resources to field locations.

#### 5.3.2. Response Escalation

Requests for resources are made through emergency management at the local government level. Requests that exceed available local capabilities are forwarded to progressively higher levels within the emergency management system, from the local emergency operations center to the SEOC, to federal emergency operations centers at the regional or national level. Iowa is in Federal Emergency Management Agency (FEMA) Region VII.

- Site-Specific Incidents

When the consequences of an emergency or disaster originate from an identifiable geographic location, as may occur with the release of a hazardous substance, the origination point, as well as directly affected surrounding territory, is known as the "scene" of the incident. Personnel from local emergency response agencies, typically law enforcement, fire, and/or emergency medical services, will be the first government presence at the incident scene. These individuals will obtain the services of other local responders, as needed, and make all required notifications to other local agencies as well as to state and/or federal authorities. No responder will take any actions that are not in compliance with state and federal worker safety legislation and associated regulations. This includes the strict observance of all training and personal protective equipment requirements.

Direction, control, and coordination of the incident scene will be established by the appropriate authorities of the government of jurisdiction, and will be maintained by an incident commander or unified command group representing those authorities and operating under a recognized incident management system.

When an incident commander or unified command group requests assistance from outside of its jurisdiction, operational control of the outside personnel and other resources deployed to the scene is retained by the local, state, or federal agency that deployed the personnel/resources.

When the type and/or magnitude of an emergency or disaster is such that multiple local agencies are called to the scene, and/or if a local disaster is declared, the county emergency management coordinator will typically activate the local emergency operations center to provide a central location for coordinating and supporting operations at the scene. The county coordinator will work closely with the designated incident commander to ensure that local personnel and other resources are deployed to the scene in a timely and organized fashion, and also to request additional assistance from the state when needed to replenish and/or augment local resources.

The county coordinator will also work closely with the Homeland Security and Emergency Management Division to determine when state and/or federal assistance may be needed.

- Widespread Damage Incidents

Not all incidents originate at a single, identifiable location. After a jurisdiction under the control of local government has suffered widespread damages, as may result from intentional or naturally occurring infectious disease outbreaks, high winds, or an ice storm, county emergency management coordinators will estimate the extent to which affected communities throughout their jurisdiction have been impacted, often with the assistance of locally-organized disaster assessment teams. If the county coordinator, in consultation with other local officials, determines that local capabilities are inadequate to cope with the damages and other impacts resulting from the emergency/disaster, then local authorities will typically issue a disaster declaration for the jurisdiction. The issuance of local disaster declarations is not mandatory in making it eligible to request assistance from state government. However a local disaster declaration is a recommended to validate the emergency response importance.

- Local Requests for State/Federal Assistance

Whether the effects of an emergency or disaster are caused by site-specific or widespread incidents, requests for assistance are made by the county coordinator to an HSEMD duty officer or, if the SEOC is activated, to an HSEMD operations officer. HSEMD personnel will gather information about the incident and, if it determines that state assistance is warranted, will request a Proclamation of Disaster Emergency from the Governor. If issued, the Governor's Proclamation will allow HSEMD to coordinate the deployment of state non-financial resources to the county or counties named in the Proclamation.

If the Governor is considering making a request to the President for a major disaster or emergency declaration, HSEMD personnel, in coordination with local and other state agency representatives, will conduct a preliminary disaster assessment (PDA)

of the affected areas. This assessment will be conducted jointly with regional disaster specialists from FEMA and/or the Small Business Administration (SBA), whenever possible.

## 6. State Agency Responsibilities

Each state emergency response function has an agency designated as “primary” and one or more agencies designated as “support.” In some cases, primary responsibility may be shared by two or more agencies. Together, the primary and support agencies for each function comprise the complete state government response capability for that function. The relationship between agencies and response functions is represented in Attachment 2 to the Basic Plan.

Agency-specific actions that may be needed to implement each response function are assigned to agencies in the Emergency Support Functions. The following activities must be performed by all state agencies involved in emergency/disaster operations, regardless of which functions are activated.

### 6.1 Standard Operating Procedures

Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in its Annex.

### 6.2 Personnel

Provide personnel to staff the SEOC when directed to do so by the Governor, the HSEMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.

### 6.3 Training

Attend emergency/disaster-related briefings and/or “surge training” sessions.

### 6.4 Coordination

Coordinate activities with other participant agencies as needed.

### 6.5 Preparedness

Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to HSEMD staff, and initiate response activities as dictated by the situation.

### 6.6 Recordkeeping

Maintain logs of activities, messages, etc

### 6.7 Communication

Initiate agency personnel notification and callback actions

## 7. Response-Related Continuity of Government Provisions

### 7.1 Succession

Line of Succession as outlined in the State of Iowa Constitution of the State of Iowa for the duties pertaining to the Office of the Governor:

1st: The Lieutenant Governor

2nd: The President of the Senate

3rd: The Speaker of the House of Representatives

4th: In the event that all of the above-named officials are incapable of performing the duties of the office of Governor, the Justices of the Supreme Court of Iowa will convene the General Assembly by proclamation, at which time the Senate will elect a president and the House of Representatives will elect a speaker. The General Assembly will then immediately elect a Governor and Lieutenant Governor in joint convention.

## **7.2. Relocation of the SEOC**

Provisions have been set forth in the Iowa Continuity of Government Plan in the event that the primary SEOC, located at the Joint Forces Headquarters in Johnston, becomes unsuitable for use.

## **8. Plan Testing, Review, and Maintenance**

This Plan is a controlled document maintained by HSEMD. All Plan holders shall automatically receive updates as they become available, and are expected to promptly replace obsolete sections with these updates.

Each year, state government engages in numerous exercises of varying size and scope for the purpose of testing this Plan and/or related emergency plans. State government also is typically called upon several times each year to implement this Plan in response to actual emergencies/disasters occurring within the state. A record of corrective actions identified and implementation schedule as a result of exercises or actual emergency/disaster operations will be maintained in a file by HSEMD, Preparedness Bureau Chief.

In addition to Plan modifications, these actions may include personnel training, equipment upgrades or purchases, and the development or modification of operating procedures. Those corrective action recommendations that pertain to this Plan will be incorporated at intervals to be determined by the HSEMD Administrator. Prior to distributing updates to Plan holders, all agencies affected by the corrective actions will be given the opportunity to review, comment on, and, if they deem it necessary, appeal those modifications.

This plan will undergo a formal update not less than every five (5) years. The intent is to formally incorporate all recommended changes at that time. Once the plan is updated, state department directors will have the opportunity for review and comment by exception. Once all reviews are complete and comments acknowledged, the plan will be redistributed to all partners.

**Attachment 1: Relationship between Federal and State of Iowa Response Plans**

<b>National Response Framework</b>	<b>2003 Iowa Emergency Response Plan Annexes</b>	<b>Lead State Agency</b>
Basic Plan	Basic Plan; Direction, Control, and Coordination	Governor's Office (or designee)
ESF #1-Transportation	Transportation	Department of Transportation
ESF #2-Communications	Communications and Warning Systems	Homeland Security and Emergency Management
ESF #3 - Public Works and Engineering	Public Works and Engineering	Department of Transportation
ESF #4 – Firefighting	Fire Management	Department of Natural Resources
ESF #5 – Emergency Management	Operational Support	Homeland Security and Emergency Management
ESF #6 - Mass Care	Mass Care	Department of Human Services
ESF #7 – Logistics Mgmt/ Resource Support	Resource Management	Homeland Security and Emergency Management
ESF #8 – Public Health and Medical Services	Health and Medical Services	Department of Public Health
ESF #9 - Urban Search and Rescue	Search and Rescue	Department of Public Safety
ESF #10 – Oil and Hazardous Materials Response	Hazardous Materials	Department of Natural Resources
ESF #11 – Agriculture and Natural Resources	Agriculture	Department of Agriculture and Land Stewardship
ESF #12 - Energy	Energy	Department of Natural Resources (Petroleum Based) / Department of Commerce (Gas and Electric Based)
ESF #13 – Public Safety and Security	Public Safety and Security	Department of Public Safety
ESF # 14 - Long Term Community Recovery	Iowa Disaster Recovery Plan (Part C)	Homeland Security and Emergency Management
ESF # 15 – External Affairs	External Affairs	Iowa Homeland Security and Emergency Management



**Attachment 2: Support and Incident Annexes to the Iowa Emergency Response Plan**

<b>Support Annex</b>	<b>Corresponding State Plan Section</b>	<b>Lead State Agency</b>
Direction, Control and Coordination		Homeland Security and Emergency Management-TBP
Donations Management Support Annex		Homeland Security and Emergency Management-TBP
Financial Management		Homeland Security and Emergency Management
Logistics		Homeland Security and Emergency Management
Research, Analysis and Planning		Homeland Security and Emergency Management-TBP
Special Needs Support Annex		Department of Human Services-TBP
<b>Plan Addendums</b>		
Capitol Complex Emergency Plan		Homeland Security and Emergency Management
<b>Incident Annex</b>		
Infectious Animal Disease	Annex W	Department of Agriculture and Land Stewardship-TBP
Mass Fatalities	Annex U	Department of Public Health-TBP
Radiological Emergency Response	Annex P	Homeland Security and Emergency Management-TBP
Environmental Health		Department of Public Health, Department of Natural Resources, Department of Inspections and Appeals
Terrorism Incident Annex	Annex V	Crisis Management—Department of Public Safety; Consequence Management— Homeland Security and Emergency Management

**Attachment 3: Acronyms and Abbreviations**

State Government Departments, Divisions, and Bureaus (not inclusive)

BOR	Board of Regents
DAS	Department of Administrative Services
DCA	Department of Cultural Affairs
DEHS	(ISU) Department of Environmental Health and Safety
DHS	Department of Human Services
DIA	Department of Inspections and Appeals
DNR	Department of Natural Resources
DOC	Department of Corrections
DOT	Department of Transportation (text will specify whether state or federal)
DPD	Department of Public Defense
DPH	Department of Public Health
DPS	Department of Public Safety
HSEMD	Homeland Security and Emergency Management Division
IDALS	Iowa Department of Agriculture and Land Stewardship
ING	Iowa National Guard
IOSHA	Iowa Occupational Safety and Health Administration (formally, Iowa Workforce Development Department, Division of Labor)
ISU	Iowa State University
IWD	Iowa Workforce Development
MVE	(DOT) Motor Vehicle Enforcement
UHL	University of Iowa Hygienic Laboratory
UIHC	University of Iowa Hospitals and Clinics

Federal Agencies

APHIS (USDA)	Animal and Plant Health Inspection Service
DHS	Department of Homeland Security
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOT	Department of Transportation (text will specify whether state or federal)
EPA	Environmental Protection Agency
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FSA	(USDA) Farm Service Agency
HHS	Health and Human Services
NOAA	National Oceanographic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NTSB	National Transportation Safety Board
NWS	National Weather Service
OSHA	Occupational Safety and Health Administration
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture

**Attachment 3: Acronyms and Abbreviations**

Non-governmental Organizations

ARC	American Red Cross
CAP	Civil Air Patrol
IDHRC	Iowa Disaster Human Resources Council
NOVA	National Organization for Victim Assistance
RACES	Radio Amateur Civil Emergency Service
READEO	Regional Emergency Animal Disease Eradication Organization

Other

AVIC	Area Veterinarian in Charge
CAPP	Critical Asset Protection Planning
CCP	Crisis Counseling Program
CISM	Critical Incident Stress Management
COW	Cell on Wheels
CST	Civil Support Team
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Assistance Team
EAS	Emergency Alert System
ELT	Emergency Location Transmitter
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EPZ	Emergency Planning Zone
ESF	Emergency Support Function
FAC	Family Assistance Center
FADD	Foreign Animal Disease Diagnostician
FCP	Forward Command Post
FRC	Federal Response Center
FRMAC	Federal Radiological Monitoring and Assessment Center
FRMAP	Federal Radiological Monitoring and Assessment Plan
GETS	Government Emergency Telephone Service
GIS	Geographic Information System
IAC	Iowa Administrative Code
IC	Incident Commander
ICAT	Iowa Crisis Action Team
ICN	Iowa Communications Network
ICRT	Iowa Crisis Response Team
ICS	Incident Command System
IMAC	Iowa Mutual Aid Compact
IRVIN	Iowa Rapid Veterinary Information Network
IVRRT	Iowa Veterinary Rapid Response Team
JIC	Joint Information Center
JOC	Joint Operations Center
LOA	Letter of Agreement
MOU	Memorandum of Understanding
NOUE	Notification of Unusual Event
NRF	National Response Framework (Current)
NRP	National Response Plan (Retired)
NVSL	National Veterinary Services Laboratory

NWR NOAA Weather Radio

**Attachment 3: Acronyms and Abbreviations**

Other

PAG	Protective Action Guide
PEP	Plume Exposure Pathway
PIO	Public Information Officer
PPC	Personnel Processing Center
RAM	Radioactive Materials
RERP	Radiological Emergency Response Plan
RERT	Radiological Emergency Response Team
ROC	Regional Operations Center
SAR	Search and Rescue
SCBA	Self-Contained Breathing Apparatus
SEOC	State Emergency Operations Center
SNS	National Pharmaceutical Stockpile (formerly the Strategic National Stockpile)
SOP	Standard Operating Procedure
UC	Unified Command
USC	United States Code
WMD	Weapons of Mass Destruction

Attachment 4: Agency Responsibilities by Emergency Support Function (ESF)

LEGEND: P: Primary Responsibilities S: Supporting Responsibilities

STATE AGENCIES	1 – TRANSPORTATION	2 – COMMUNICATIONS (WARNING)	3 – PUBLIC WORKS & ENGINEERING	4 – FIREFIGHTING	5 – EMERGENCY MANAGEMENT	6 – MASS CARE	7 – LOGISTICS MANAGEMENT / RESOURCE SUPPORT	8 – PUBLIC HEALTH & MEDICAL SERVICES	9 – SEARCH & RESCUE	10 – OIL AND HAZMAT RESPONSE	11 – AGRICULTURE & NATURAL RESOURCES	12 – ENERGY	13 – PUBLIC SAFETY & SECURITY	14 – LONG TERM COMMUNITY RECOVERY	15 – EXTERNAL AFFAIRS
Homeland Security & Emergency Management Division	S	P	S	S	P	S	P	S	S	S	S	S	S	P	S
Dept of Administrative Services (includes GSE, ITE)		S	S			S	S	S					S		
Dept of Ag and Land Stewardship						S				S	P	S			
Attorney General's Office			S			S					S		S		
Department for the Blind															
Civil Rights Commission															
Department of Commerce			S							S		P			
Department of Corrections			S												
Department of Cultural Affairs															
Dept of Economic Development						S									
Department of Education												S			
Department of Elder Affairs						S									
Governor's Office		S													P
Department of Human Rights															

STATE AGENCIES	1 – TRANSPORTATION	2 – COMMUNICATIONS ( WARNING)	3 – PUBLIC WORKS & ENGINEERING	4 – FIREFIGHTING	5 – EMERGENCY MANAGEMENT	6 – MASS CARE	7 – LOGISTICS MANAGEMENT / RESOURCE SUPPORT	8 – PUBLIC HEALTH & MEDICAL SERVICES	9 – SEARCH & RESCUE	10 – OIL AND HAZMAT RESPONSE	11 – AGRICULTURE & NATURAL RESOURCES	12 – ENERGY	13 – PUBLIC SAFETY & SECURITY	14 – LONG TERM COMMUNITY RECOVERY	15 – EXTERNAL AFFAIRS
Department of Human Services		S				P		S			S				
Dept of Inspections and Appeals			S			S		S			P				
Department of Administrative Services-ICN		S													
Iowa National Guard	S		S	S		S		S	S	S	S		S		
Dept of Natural Resources	S	S	P	P				S	S	P	S	P	S		
Department of Public Health		S	S	S		S		P	S	S	S		S		
Department of Public Safety	S	S	S	S		S		S	P	S	S	S	P		
Iowa Lottery		S							S						
Iowa Executive Council			S												
Dept of Revenue						S									
Board of Regents			S			S		S		S	S		S		
Department of Transportation	P	S	P	S		S		S	S	S	S	S	S		
Iowa Workforce Development								S							
Civil Air Patrol				S					S						
Iowa Finance Authority						S									

LEGEND: P: Primary Responsibilities S: Supporting Responsibilities

## Transportation

### Emergency Support Function 1

<b>Primary Agency</b>	Iowa Department of Transportation
<b>Support Agencies</b>	Iowa Department of Natural Resources
	Iowa Department of Public Safety
	Iowa Homeland Security and Emergency Management
	Iowa National Guard
	Iowa Civil Air Patrol

<b>Functional Interdependencies</b>	Public Works and Engineering – ESF 3
	Emergency Management – ESF 5

## **1. Introduction**

### **1.1. Purpose**

To ensure the availability and satisfactory condition of the transportation infrastructure and capabilities required to support the response to an emergency or disaster and coordinate transportation infrastructure restoration and recovery activities.

### **1.2. Scope**

State transportation activities support, but are not limited to, accomplishing the following objectives:

- 1.2.1. Restoring and maintaining the primary road systems needed for the support of response activities during and immediately following an emergency or disaster.
- 1.2.2. Restoring and maintaining other public transportation systems needed for the support of response activities during and immediately following an emergency or disaster.
- 1.2.3. When necessary, assisting with the restoration and maintenance of non-public transportation systems, such as railroad and aviation, needed for the support of response activities during and immediately following an emergency or disaster.
- 1.2.4. Coordinating requests for transportation system repair and restoration assistance from local emergency response organizations, local governments, and state agencies.
- 1.2.5. Whenever practical, meeting the minimum transportation needs of the general public in emergency/disaster affected areas.
- 1.2.6. Gathering data for emergency response and for general public use about the effects of an emergency/disaster on transportation systems and associated infrastructure.
- 1.2.7. Tracking transportation system restoration activities on a statewide basis.
- 1.2.8. Restricting the use of transportation systems and associated infrastructure by the general public to facilitate emergency response activities and/or address public safety concerns.

### **1.3. Authorities**

- 1.3.1. Iowa Code - Chapter 29C - Emergency Management
- 1.3.2. Iowa Administrative Code - Chapter 605 - Emergency Management

## **2. Planning Considerations**

### **2.1. Situation**

Within the State of Iowa, or along its borders, road, rail, air, water and pipeline transportation systems are in use and are subject to damages resulting from an emergency or disaster. Large quantities of personnel, equipment, and supplies will need to be moved into affected areas, requiring a sufficient number of cleared routes and emergency transportation capabilities.

### **2.2. Assumptions**



- 2.2.1. Critical transportation infrastructure within the state will sustain damage, limiting access to the emergency/disaster area. Access will improve as routes are cleared and repaired or as detours are built.
- 2.2.2. The requirements for transportation capacity may exceed locally controlled or accessible assets, requiring assistance from the state and/or federal government.
- 2.2.3. The movement of relief supplies may create congestion in the transportation network, requiring coordination at the state level.
- 2.2.4. Most vehicles involved in emergency/disaster response activities will use major highways or alternate roadways. Therefore, restoration of rail, air, and water transportation will typically be assigned lower priority than over-the-road transportation. However, when services delivered through these other transportation modes fill a critical need, the priority assigned to restoration of those modes will be adjusted upward accordingly. Examples of such instances include rail lines supplying coal for power plants.
- 2.2.5. Signs, signals, and other types of markers that facilitate safe traffic movement will be damaged; emergency signage and barricades will be needed for closing roads, marking detours, and conducting other transportation-related emergency/disaster activities.
- 2.2.6. During and after an emergency or disaster, normal public and private modes of transportation will be inadequate to meet the needs of response efforts and the general public.
- 2.2.7. At the direction of the Governor, public transportation providers will make vehicles available for evacuation and emergency movement of resources.
- 2.2.8. Unauthorized/unessential traffic will attempt to enter and leave an emergency/disaster-affected area, possibly causing congestion that will block rescue and relief vehicles.

### **2.3. Policies**

- 2.3.1. Iowa Department of Transportation (DOT) is responsible for reconnaissance of state highways and state-maintained roads. Local government is primarily responsible for reconnaissance of local roads. The state will support local reconnaissance when local government no longer is able to do so adequately.
- 2.3.2. Iowa DOT is responsible for transportation operations with appropriate federal and state agencies.

## **3. Concept of Operations**

### **3.1. General**

When the state's resources are not sufficient to meet emergency/disaster-related transportation requirements, support from another state or the federal government may be requested by HSEMD upon receiving approval from the Governor's Office.

The Homeland Security and Emergency Management Division (HSEMD) will receive all requests from state agencies and local governments for transportation-related assistance, and will work

with DOT, and with other agencies when applicable, to evaluate, prioritize, and respond to these requests.

### **3.2. Organization**

The State Emergency Operations Center (SEOC) will be activated to coordinate a state level response.

### **3.3. Interface Coordination**

#### 3.3.1. Local

#### 3.3.2. Regional

Iowa DOT District offices support the transportation network in six areas of Iowa.

#### 3.3.3. Federal

- This Transportation Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #1, Transportation.
- The Federal Highway Administration (FHWA) and the Federal Motor Carrier Safety Administration (FMCSA) may be part of the Transportation Desk Staff for the SEOC. One or both of these agencies will notify the Iowa DOT if federal Emergency Support Function #1 is activated.

#### 3.3.4. Non-Government

This function will coordinate with private-non-profits, volunteer organizations, business/industry, and other non-state-government entities as needed, e.g. Iowa Motor Truck Association.

## **4. Responsibilities**

### **4.1. Primary Agency: Iowa Department of Transportation**

- 4.1.1. Coordinate signage and barricades for implementing transportation coordination and control measures.
- 4.1.2. Coordinate mobilization of available civilian means of transportation to areas affected by an emergency or disaster, including over-the-road vehicles, rail, marine, airplanes, helicopters, and barges.
- 4.1.3. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel, equipment, and supplies into affected areas (backup to Department of Public Safety [DPS]).
- 4.1.4. Coordinate and implement emergency agreements between and among those with authority over transportation routes and modes (e.g., between a railroad and Iowa DOT).
- 4.1.5. Coordinate with adjacent states to facilitate interstate movements and movement restrictions if the emergency or disaster involves more than one state.

- 4.1.6. Coordinate with railroads to modify operations in support of emergency/disaster-related needs.
- 4.1.7. Ensure major and alternative routes are open and available for use by incoming personnel and equipment and that route conditions allow for the safe movement of any vehicles authorized to use a particular route.
- 4.1.8. Install median barriers as needed to provide perimeter control around emergency/disaster sites, to secure critical facility sites by limiting vehicular access, or otherwise provide for control of traffic flow in support of disaster operations.
- 4.1.9. Provide equipment and personnel to remove traffic impediments on state and federal highways to be used as evacuation routes.
- 4.1.10. Provide for emergency-related marine and aviation safety and support.
- 4.1.11. Provide information on private and public transportation resources outside the state.
- 4.1.12. Provide motor vehicle enforcement officers to support State and local law enforcement agencies with traffic control.
- 4.1.13. Provide reconnaissance of major transportation routes to determine conditions and report transportation related intelligence to SEOC, including status of: highways and roads, railroads, airports, and waterways (status examples for highways and roads: routes that are open unconditionally, routes that are closed, routes that have not yet been inspected, bridges that are open without restriction, bridges that are open with restrictions, bridges that are closed until replaced, bridges that have not yet been inspected, and bridges that have been visually inspected but require engineering tests to make further determinations).
- 4.1.14. Provide, erect, relocate, and maintain temporary road signs and/or temporary traffic control points on designated routes for the purposes of evacuation, quarantine, movement control, and other emergency-related measures.
- 4.1.15. Restrict airspace as needed through the Federal Aviation Administration.
- 4.1.16. Restrict commercial transportation on the Mississippi and Missouri Rivers as needed through the US Coast Guard and the US Army Corps of Engineers.
- 4.1.17. Solicit and coordinate transportation industry support of emergency transportation requirements.
- 4.1.18. Support the emergency restoration of private transportation infrastructure when it is needed to support essential emergency response activities and when the responsible private sector entity is unable to achieve this restoration on its own in a timely manner. This support may be in the form of direct assistance (i.e., the Iowa DOT personnel, equipment, and supplies) or may be contracted for by the Iowa DOT.
- 4.1.19. Take emergency measures to restore public transportation infrastructure, including traffic signs, signals, and rest areas.
- 4.1.20. Waive restrictions, to the extent physically possible, concerning weight, height, and width of vehicles, as well as provisions concerning the hauling of hazardous materials, explosives, and other sensitive materials needed in the affected areas.

- 4.1.21. With each disaster determine if the Federal Highway Administration (FHWA) emergency relief minimum damage threshold has been exceeded. When exceeded, seek emergency relief funding for all federal-aid streets and highways in Iowa. Upon emergency relief funding approval, manage the emergency relief program for all streets and highways in Iowa.
- 4.1.22. Assist Homeland Security and Emergency Management Division with available special purpose personnel to assist in declared FEMA Public Assistance program.

**4.2. Support Agency: Civil Air Patrol**

- 4.2.1. Provide emergency transportation missions for search, rescue, aerial reconnaissance, and logistical support.

**4.3. Support Agency: Homeland Security and Emergency Management Division**

- 4.3.1. Provide logistical and communications support, as well as coordination with the activities of other state agencies, for the Iowa DOT when requested or when it is evident that such assistance would be beneficial.

**4.4. Support Agency: Iowa National Guard**

- 4.4.1. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel, equipment, and supplies into affected areas (last resort backup to DPS and other state-government law enforcement agencies).

**4.5. Support Agency: Department Of Natural Resources**

- 4.5.1. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel, equipment, and supplies into affected areas (backup to DPS).
- 4.5.2. Ensure that emergency transportation activities meet air, storm water, wastewater, and other environmental standards.
- 4.5.3. Restrict recreational boating on the Mississippi and Missouri Rivers as needed.
- 4.5.4. Through the Energy Bureau, provide advice and assistance with meeting fuel requirements and other transportation related energy needs resulting from state emergency/disaster-related operations.

**4.6. Support Agency: Department Of Public Safety**

- 4.6.1. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel and materiel into affected areas (primary responsibility is with DPS; backup is law enforcement personnel from the DOT Motor Vehicle Enforcement Division and the Department of Natural Resources and, when these resources are exhausted, personnel from Department of Public Defense – Iowa National Guard).
- 4.6.2. Provide security for transportation and staging of critical supplies and personnel (primary responsibility).
- 4.6.3. Provide traffic control and coordination with local law enforcement agencies to prevent emergency/disaster-related bottlenecks and gridlock that could delay response efforts.

**Communications**  
Emergency Support Function 2

<b>Primary Agency</b>	Iowa Homeland Security and Emergency Management
<b>Support Agencies</b>	Iowa Governor's Office
	Iowa Communications Network
	Iowa Department Natural Resources
	Iowa Department of Public Health
	Iowa Department of Public Safety
	Iowa Lottery
	Iowa Department of Transportation
	Iowa Department of Human Services
	Iowa Department of Administrative Services-ITE

<b>Functional Interdependencies</b>	Mass Care - ESF 6
	External Affairs – ESF 15

## **1. Introduction**

### **1.1. Purpose**

To establish and maintain primary and backup physical communications (to include video, data and voice) and warning systems so authorities can send and receive timely information and warnings accurately and completely.

### **1.2. Scope**

This function encompasses coordination and management of all communications systems expected to be used by the government of the State of Iowa for the purpose of facilitating the successful implementation of emergency/disaster response operations.

### **1.3. Authorities**

- 1.3.1. Iowa Code  
Code of Iowa Chapter 29C – Emergency Management
- 1.3.2. Iowa Administrative Code  
Iowa Administrative Code 605 – Emergency Management
- 1.3.3. Federal  
Section 706 of the Communications Act of 1934 – 47 U.S.C (606)

## **2. Planning Considerations**

### **2.1. Situation**

Emergencies or disasters may disable communications and warning capabilities. Under these circumstances, state and local response agencies, including law enforcement, may be called upon to manually communicate with, and warn populations, threatened by a potential or imminent disaster or the ongoing effects of a disaster which has already occurred. This type of situation may require the activation and coordination of emergency telecommunication and warning systems to support response efforts.

### **2.2. Assumptions**

- 2.2.1 The State Emergency Operations Center (SEOC) will use normal telecommunications and warning systems and procedures whenever possible. When situations warrant, alternate emergency telecommunications and warning procedures may be necessary.
- 2.2.2 Various types of telecommunication and warning systems may be utilized in the event of an emergency/disaster, including but not limited to the Emergency Alert System (EAS) via the news media; the National Warning System (NAWAS), the National Oceanographic and Atmospheric Administration (NOAA)-Weather Radio (NWR), the National Weather Wire Service (NWWS), Radio Amateur Civil Emergency Service (RACES), Amateur Radio Emergency Services (ARES), the Federal Emergency Management Agency National Radio System (FNARS), the Iowa Communications Network (ICN), Iowa Online Warrants and Articles (IOWA) System, the Government Emergency Telephone System (GETS) and the Iowa Lottery Terminal Message Boards.

- 2.2.3 In most cases research has shown that affected citizens will respond appropriately to emergency notifications and warnings provided to them through media outlets and other sources.

### **2.3. Policies**

- 2.3.1 State government, through the Governor's Office, is committed to supporting timely public notification and warning about emergency measures to be taken during and following the onset of disasters affecting the state.
- 2.3.2. All state agencies with emergency notification and warning responsibilities will implement appropriate notification mechanisms when conditions require.

## **3. Concept of Operations**

### **3.1. General**

- 3.1.1 The Homeland Security and Emergency Management Division (HSEMD) is the lead agency for the facilitation of emergency communications systems. Other agencies will provide staff at the State Emergency Operations Center (SEOC), when activated, to support activities leading to the provision of emergency communications. This support will be provided at the SEOC, when activated, and in the field.
- 3.1.2 The HSEMD Administrator will disseminate information to government officials and ultimately the public concerning a prediction or occurrence of natural, man-made or technological incidents which could result in loss of life, hardship and suffering, or extensive property damage.

### **3.2. Organization**

If needed, the State Emergency Operations Center (SEOC) will be activated to coordinate state level operations.

### **3.3. Interface Coordination**

#### **3.3.1. Local**

Communications and warnings will be coordinated at the city and county level.

#### **3.3.2. Regional**

#### **3.3.3. Federal**

This Communications Emergency Support Function (ESF) corresponds to National Response Framework (NRF) ESF #2, Communications.

Mobile Emergency response Support Teams (MERS) teams and Mobile Air Transportable Telecommunications System (MATTS) are available to provide logistics, documentation, and communication support in the field. MERS and MATT team deployment is available as needed through the Federal Emergency Management Agency (FEMA).

The National Weather Service can activate upon request from HSEMD the following activities:

- Disseminate warnings to state National Warning System (NAWAS) locations, local emergency management organizations, and others as necessary.
- Initiate warnings associated with activities and or occurrences at nuclear power plants.
- Disseminate warnings to state National Warning System (NAWAS) locations, local emergency management organizations, and others as necessary.
- Activate the EAS, if necessary and appropriate

#### 3.3.4. Non-Government

- Cellular providers may offer or be requested to provide cell phones, Cell on Wheels (COW) units, and other equipment. They will also be relied upon to provide telecommunications service restoration priorities and time estimates.
- WHO-Radio 1040 AM serves as the primary source of EAS broadcasting in Iowa.
- Radio Amateur Civil Emergency Services (RACES) will implement local, regional, or statewide RACES plan, as appropriate. RACES will provide telecommunications support to local and state governments, and provide telecommunications links for transmissions of critical information.

## 4. Responsibilities

### 4.1. Primary agency: Homeland Security and Emergency Management Division

- 4.1.1 Implement and maintain redundant emergency telecommunications and warning capabilities between and among the SEOC and other critical information sources.
- 4.1.2 Seek approval to use and install telecommunication and warning systems for local areas in which field units operate.
- 4.1.3. Enhance compatibility between state government-operated telecommunications and warning systems and those of other governmental agencies and the private sector.
- 4.1.4 Assess impact of emergency on all primary and backup telecommunications and warning systems including radio, telephone, facsimile, video, and satellite capabilities to include the extent of damages and outages.
- 4.1.5 Assess the impact of the emergency on local emergency management telecommunications and warning systems to include the extent of damages and outages.
- 4.1.6 Access the impact of the emergency on public telecommunications capabilities with commercial telecommunications companies to include the extent of damages and outages.
- 4.1.7 Coordinate the repair and/or replacement of damaged state owned or operated telecommunications or warning equipment.



- 4.1.8 Provide technical support, and backup systems when available, to local government and private sector users of emergency telecommunication and warning systems when these systems play a key part in a disaster response.
- 4.1.9 Utilize telecommunication and warning systems for “staging area” coordination.
- 4.1.10 Arrange for use of the ICN to conduct live video, data and voice conferencing.
- 4.1.11 Identify alternate telecommunications and warning systems when established primary and backup systems have failed or when failure is likely.
- 4.1.12 Coordinate the use of the emergency frequencies across the state.
- 4.1.13 Disseminate warnings to state National Warning System (NAWAS) locations, local emergency management organizations, and others as necessary.
- 4.1.14 Maintain a 24-hour primary warning point for the receipt of warning information.
- 4.1.15 Receive and coordinate information from the Information Sharing and Analysis Center (ISAC). The mission of the ISAC is to advance the physical and cyber security of the critical infrastructures of North America by establishing and maintaining a framework for valuable interaction. There are numerous sectors under the ISCA including, transportation, information technology, public transit, water, and electricity.
- 4.1.16 Receive and coordinate information through the Homeland Security Information Network-Joint Regional Information Exchange System (HSIN-JRIES) The JRIES provides a internet based secure technology which allows real-time information sharing used by the Department of Homeland Security Operations Center (HSOC) to collect and disseminate information between DHS and Federal, State, Tribal and Local agencies involved in the combating terrorism mission.
- 4.1.17 Provide emergency information using the Iowa Health Alert Network (HAN). The HAN provides users the ability to send and receive alerts. The HAN links local public health agencies to other organizations critical for preparedness and response: community first-responders, hospital and private laboratories, CDC, Iowa Department of Public Health, and other local, state and federal agencies.

**4.2 Support Agency: Department of Public Safety**

- 4.2.1 Disseminate warnings to state NAWAS locations, local emergency management organizations, and others as necessary.
- 4.2.2 Disseminate information about highway conditions.
- 4.2.3 Maintain a 24-hour primary warning point for the receipt of warning information.
- 4.2.4 Provide if emergency communications in the field if requested (includes the Communications Van).

**4.3 Department of Natural Resources**

- 4.3.1 Initiate dam failure-related warning.
- 4.3.2 Provide warnings to recreation areas, including state parks and forests.

**4.4 Department of Transportation**

- 4.4.1 Compile and disseminate information about highway conditions.
- 4.4.2 Provide emergency communication messages through the “Electronic Messaging Boards” which can be located where needed along state highways and interstates.

**4.5 Iowa Communications Network**

Provide live video, data, and voice conferencing capabilities via use of Iowa’s fiber optics network.

**4.6 Iowa National Guard**

Provide emergency communications in the field as requested (includes the 71<sup>st</sup> Civil Support Team).

**4.7 Iowa Lottery**

Provide ancillary public warning information through lottery terminals. Warning information can be displayed on terminal message boards.

**Public Works and Engineering**  
 Emergency Support Function 3

<b>Primary Agency</b>	Iowa Department of Transportation / Iowa Department of Natural Resources
<b>Support Agencies</b>	Iowa Department of Commerce
	Iowa Department of Corrections
	Iowa Attorney General's Office
	Iowa Executive Council
	Iowa Board of Regents: ISU Extension Office
	Iowa Department of Administrative Services
	Iowa Department of Inspections and Appeals
	Iowa Homeland Security and Emergency Management
	Iowa National Guard
	Iowa Department of Public Health
	Iowa Department of Public Safety

<b>Functional Interdependencies</b>	Transportation - ESF 1
	Emergency Management – ESF 5
	Search and Rescue – ESF 9

## 1. Introduction

### 1.1. Purpose

To coordinate public works and engineering-related activities and resources and provide associated technical assistance services in response to an emergency or disaster, including the protection of life, property, public infrastructure, and natural resources.

To pick up, reduce, and dispose of non-hazardous debris and wreckage resulting from a disaster.

To assist local, county, and state governments with repairs or replacement of damaged public infrastructure.

To provide for immediate and long-term water and wastewater improvements for communities adversely affected from a disaster.

### 1.2. Scope

Public Works and Engineering involves technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water, wastewater and solid waste facilities, including public and non-profit utilities. Activities include but are not limited to:

- 1.2.1. Emergency clearance of debris for access to the damaged areas by emergency personnel and equipment for lifesaving, life protecting,
- 1.2.2. Temporary construction of emergency access routes that include damaged streets, roads, bridges, railroads, barge terminals, waterways, airfields, and any other facilities necessary for passage of emergency service personnel.
- 1.2.3. Emergency restoration of critical public services and facilities including supply of adequate amounts of potable water, temporary restoration of water supply systems, and the provision of water for fire fighting.
- 1.2.4. Emergency stabilization of damaged structures and facilities designated by state or local government as immediate hazards to the public health and safety, or as necessary to facilitate life saving operations (i.e., by taking temporary protective measures to minimize immediate hazards the safety of victims and emergency response workers reasons until victim removal has been accomplished).
- 1.2.5. Technical assistance including, but not limited to, damage/needs assessments and structural inspection of damaged structures.
- 1.2.6. Emergency contracting to support public health and safety, such as providing potable water, ice, power, and/or temporary housing.

When a major disaster occurs, activities provide direct assistance and resources for removal of debris and wreckage from private and public lands and public roadways.

To provide supplemental assistance to local and county governments to alleviate suffering and hardship resulting from disasters or emergencies proclaimed by the Governor.

### **1.3. Authorities**

1.3.1. Iowa Code - Chapter 29C - Emergency Management

1.3.2. Iowa Administrative Code - Chapter 605 - Emergency Management

## **2. Planning Considerations**

### **2.1. Situation**

Iowa is subject to a variety of natural and technological hazards. Emergencies or disasters caused by these hazards may result in significant property damage. Structures are destroyed or severely weakened. Homes, public buildings, bridges, and other facilities often must be reinforced or removed to ensure safety for emergency workers, victims, and the general public. Debris blocks streets and highways. Public utilities become damaged and partially or fully inoperable.

When response personnel or their families are affected they are often unable to perform their prescribed emergency duties. Emergency/disaster consequences result in shortages of critical resources available to meet response requirements.

Emergencies and disasters also produce adverse secondary effects. For example, when a primary hazard, such as a tornado, impacts sites that contain hazardous chemicals, sewage/solid waste, pesticides, or radiation, an additional threat to life, health, safety, property, and/or the environment can result.

In many of the above-mentioned situations, state resources may need to be deployed from outside the affected area to ensure a timely, efficient, and effective response.

### **2.2. Assumptions**

2.2.1. Assistance from the State may be needed by local jurisdictions to:

- Clear debris;
- Perform disaster assessment;
- Conduct structural evaluations;
- Make emergency repairs to essential public facilities;
- Reduce hazards by stabilizing or removing structures;
- Provide emergency water and to ensure safe food for human health needs and fire fighting.

2.2.2. Access to incident areas will be dependent upon reestablishment of emergency routes. In many locations debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.

2.2.3. Rapid assessment of the area affected by the emergency or disaster will be required to determine potential workload.

- 2.2.4. Emergency environmental waivers, legal clearances, "Rights-of-Entry" (on private property) and hold harmless agreements will be needed for disposal of material from debris clearance activities.
- 2.2.5. Construction equipment and supplies, along with significant numbers of corresponding personnel with engineering and construction skills, will be required to assist in the response and recovery from the emergency or disaster. (Note this Plan addresses the coordination of response activities only. See the Iowa Emergency Recovery Plan for information on emergency/disaster recovery-related topics.)
- 2.2.6. Emergency/disaster-related engineering services required in addition to state and local capabilities will be secured through contracts with private organizations or through prearranged agreements with other governmental organizations.
- 2.2.7. Local governments may have prearranged agreements or contracts in place for debris removal and disposal.
- 2.2.8. Local governments are normally responsible for the operation of local sewage and waste disposal systems in accordance with State standards. Reports and/or requests for emergency/disaster assistance are made through the nearest Department of Natural Resources (DNR) Field Office.
- 2.2.9. Local governments maintain a capability to monitor and react to local air and water contamination to ensure readings are compatible with public health standards and requirements.

### **2.3. Policies**

- 2.3.1. Each State agency will be responsible for identifying, and then ensuring the removal of, debris from state property and waterways under its general authority (e.g., DNR for state parks and forests, Department of Administrative Services, General Services Enterprise, for the Capital Complex).
- 2.3.2. Each agency will be responsible for ensuring the safety of its employees and the protection of state property during debris removal operations.
- 2.3.3. State agencies will not remove debris from private property without a properly executed "Right-of-Entry" and hold harmless agreement and approval from the Governor's Office.
- 2.3.4. All state agencies with engineering capabilities will provide technical assistance in emergencies as directed.

## **3. Concept of Operations**

### **3.1. General**

The State's Public Works and Engineering function supplements local emergency response activities. Representatives of public works and engineering agencies (i.e., those with assignments in this function) will report to the State Emergency Operations Center (SEOC) upon request by the Homeland Security and Emergency Management Division (HSEMD). Each of these agency representatives will mobilize and deploy additional agency personnel or place them on alert as directed, or as needed to support assigned public works and- engineering-related response activities.

Each local jurisdiction within the state is responsible for its own public works and engineering requirements to the extent of its own resources. HSEMD will receive all requests from state agencies and local government for public works and engineering support and technical assistance and, through the resource management function, will work with the appropriate responsible agency/agencies to evaluate, prioritize, and respond to these requests.

The State Emergency Operations Center (SEOC) will be activated to coordinate state resources.

When the state resources are not sufficient to meet emergency/disaster-related public works and engineering requirements, support from another state through the Emergency Management Assistance Compact (EMAC) or from the federal government may be requested by HSEMD, upon receiving approval from the Governor's Office.

### 3.2. Organization

Implementation of the public works and engineering function by state government is organized into six sub-functions. The sub-functions and the associated lead state agencies are identified in the following table.

Sub-function	Category
Disaster Assessment	Iowa Homeland Security and Emergency Management
Debris Removal	Iowa Department of Transportation
Engineering and Technical Services	Iowa Department of Transportation Iowa Department of Commerce - Utilities Division Iowa Department of Natural Resources
Water and Waste Water Treatment	Iowa Department of Natural Resources
Air Quality and Solid Waste Disposal	Iowa Department of Natural Resources
Food Safety	Iowa Department of Inspection and Appeals

### 3.3. Interface Coordination

#### 3.3.1. Local

County Emergency Management Agencies plan for local disaster assessment teams to survey local areas after an emergency disaster event. These local assessment reports are provided to the SEOC, operations function. This information is vital in the deployment of state resources.

#### 3.3.2. Regional

#### 3.3.3. Federal

This Public Works and Engineering Emergency Support Function (ESF) corresponds to National Response Framework (NRF) ESF #3, Public Works and Engineering.

The Federal Highway Administration (FHWA) may provide staff for the Iowa DOT transportation desk at the State Emergency Operations Center. The FHWA will notify the Iowa Department of Transportation (DOT) if Emergency Relief (ER) funding is available for the repair or reconstruction of Federal-Aid highways and roads which have suffered serious damage as a result of natural disasters or catastrophic failures from an external cause (see the Iowa Emergency Recovery Plan for more information on FHWA disaster recovery assistance).

The Federal Emergency Management Agency (FEMA) may assign personnel to the SEOC. FEMA will notify the Homeland Security and Emergency Management Division if federal funding is available for the repair or reconstruction of public and/or private property that has suffered serious damage as a result of an emergency or disaster. Obtaining this funding is a primarily a recovery activity and is covered in the Iowa Emergency Recovery Plan.

The Department of Defense (DOD) has designated the United States Army Corps of Engineers (USACE) as the primary agency for Emergency Support Function 3 - Public Works and Engineering. USACE representatives may be requested to respond during a flooding or similar event to advise local public works staff on river level impacts and the use of flood fighting equipment.

The US Environmental Protection Agency provides support and technical assistance to the DNR and state and local agencies on matters of air quality, water and wastewater treatment, and solid waste disposal.

#### 3.3.4. Non-Government

Many response activities described in this annex will be accomplished through contracting with private-sector service providers.

Collaborative relationships are frequently established with private-non-profits, volunteer organizations, business and industry, and other non-state government entities for the purpose of accomplishing public works and engineering-related tasks.

### 3.4. Response Actions

#### Initial response actions:

- 3.4.1. Initiate agency personnel notification and recall actions.
- 3.4.2. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to HSEMD staff, and initiate response activities as dictated by situation.
- 3.4.3. Alert field personnel to prepare for response activities.
- 3.4.4. Coordinate with HSEMD to inventory available personnel, equipment, and supplies.
- 3.4.5. Pre-position resources in a manner that maximizes efficiency.
- 3.4.6. If there is advance warning, remove endangered resources to a safe location.
- 3.4.7. Establish priorities and develop plans for mobilization



Continuing response actions:

- 3.5.1 Provide state personnel for disaster assessment.
- 3.5.2 Reassess priorities to ensure that critical requests are addressed.
- 3.5.3 Track resources used and re-allocate as directed by the appropriate lead agency.
- 3.5.4 Once the threat to life, safety, and property has passed, begin a transition to public works and engineering activities associated with disaster recovery (see Iowa Emergency Recovery Plan).

#### **4. Responsibilities**

##### **4.1. Primary Agency: Iowa Department of Transportation**

- 4.1.1. Coordinate debris removal during and after an emergency or disaster, as requested by various entities through HSEMD.
- 4.1.2. When the Governor orders debris removal from private property, select and designate pick-up points on the right-of-way of public roads and streets to collect emergency/disaster-related debris removed from private property.
- 4.1.3. Upon approval by the Governor, provide coordination for debris removal off of right-of-ways when the debris poses an immediate threat to health and safety. Before this can occur, the property owner must agree, in writing, to hold the state harmless for all operations in the removal of debris off of right-of-ways.
- 4.1.4. Provide assistance in clearing wreckage from public property and waterways after an emergency or disaster.
- 4.1.5. Provide consultation and appropriate engineering evaluations as necessitated by damage and emergency closings to state highway systems, which include roadways, bridges, signs, and traffic signals.
- 4.1.6. Supply heavy equipment and associated personnel in support of emergency/disaster-related public works and engineering activities as directed, or as deemed necessary by the department to support its assignments.
- 4.1.7. Install median barriers as needed to provide perimeter control around emergency/disaster sites or to secure critical facility sites by limiting vehicular access.
- 4.1.8. Arrange for contractors and material suppliers to provide heavy equipment and materials not immediately available to the department, using predeveloped lists when they are available and appropriate.
- 4.1.9. Coordination and removal of debris and/or wreckage that constitutes a hazard to health and safety from the public transportation facilities and roadways in the State of Iowa.
- 4.1.10. Assist the Homeland Security and Emergency Management Division in responding to transportation disasters.
- 4.1.11. Assist the Homeland Security and Emergency management Division with available engineers, and other special purpose personnel with disaster assessments.

#### **4.2. Support Agency: Iowa Department of Natural Resources**

- 4.2.1. In cooperation with local officials, coordinate the resolution of emergency/disaster-related solid waste disposal problems, including the establishment of temporary debris staging areas.
- 4.2.2. Assist with wastewater treatment plant damage assessment and restoration.
- 4.2.3. Provide information, guidance, and instructions concerning standards for emergency wastewater treatment problems
- 4.2.4. Assist in water supply damage assessment and restoration.
- 4.2.5. Provide technical assistance as required in public water supply concerns and emergencies.
- 4.2.6. Evaluate water quality when public water supplies are threatened by contamination resulting from damage to wastewater treatment plants.
- 4.2.7. Coordinate the response to air and water quality problems resulting directly from emergency/disaster event consequences or indirectly from response activities or other related causes.
- 4.2.8. Provide assistance, information, and guidance for emergency disposal of materials that adversely affect air quality.
- 4.2.9. Assist local governments with evaluating the effects of chemical spills or releases that adversely affect the environment.
- 4.2.10. Interpret and enforce environmental regulations in a manner appropriate to the emergency/disaster situation.
- 4.2.11. Coordinate removal of debris and/or wreckage from public waterways.
- 4.2.12. Administer the drinking water state revolving fund.
- 4.2.13. Carry out the state's floodplain management program.
- 4.2.14. Administer a state floodplain permit program.
- 4.2.15. Work with communities and counties to develop and administer local floodplain management programs.
- 4.2.16. Coordinate the National Flood Insurance Program.
- 4.2.17. Administer the state's dam safety program.
- 4.2.18. Assist the Homeland Security and Emergency Management Division in responding to flood disasters.

**4.3. Support Agency: Iowa Homeland Security and Emergency Management Division**

- 4.3.1. Serves as lead agency to plan, administer, and coordinate disaster assessments throughout the state.
- 4.3.2. Gather, compile, and submit as appropriate, disaster/needs assessment data as directed or as the situation may require.
- 4.3.3. Coordinate the multiple-state-agency response to requests from emergency/disaster-affected jurisdictions requiring public works-related assistance, including:
  - Debris collection, removal, and reduction;
  - Engineering technical services support;
  - Sewage and waste disposal facility repairs;
  - Air and water quality evaluation and support;
  - Food safety inspection;
  - Restoration of public utilities services;
  - Repair of water and wastewater treatment facilities.
- 4.3.4. Direct resources and prioritize needs associated with the public works and engineering function as directed.
- 4.3.5. Serve as the primary point-of-contact for local government requests for assistance.
- 4.3.6. With the assistance of the Iowa DOT, DNR, and the Department of Commerce, Utilities Division, coordinate the use of available state engineers and other special-purpose personnel for disaster assessments, surveys, overviews, and report-creation during an emergency/disaster response (see the Iowa Emergency Recovery Plan for information about completion of project applications for federal assistance and other recovery-related activities).
- 4.3.7. Assess local government needs for debris removal.
- 4.3.8. Assess state government needs for debris removal
- 4.3.9. Assist local and state governments by obtaining aid through the Emergency Management Assistance Compact (EMAC).

**4.4. Support Agency: Iowa Department of Commerce**

- 4.4.1. Through the Insurance Division, assist with disaster assessment and preparation of projected worksheets as required (see Iowa Disaster Recovery Plan for more information on this topic).
- 4.4.2. Through the Utilities Division, assist with the assessment of damages to electric and gas utility facilities and provide engineering and technical assistance on service restoration as required.

**4.5. Support Agency: Iowa Department of Inspections and Appeals**

- 4.5.1. Provide emergency/disaster-related technical and inspection assistance regarding the safety of food and licensed food establishments (e.g., restaurants, grocery stores, food processing plants, and food warehouses).
- 4.5.2. Prevent the use of unsafe food products and oversee their destruction.

**4.6. Support Agency: Iowa Department of Administrative Services**

4.6.1. Human Resources Enterprise

Monitor response activities for safe work practices and compliance with state and federal occupational safety and health standards and regulations.

4.6.2. General Services Enterprise

Contract for services, equipment and supplies necessary to initiate or maintain public works and engineering-related response activities, as directed.

**4.7. Support Agency: Iowa National Guard**

Provide personnel, equipment, and supplies in support of public works and engineering activities.

**4.8. Support Agency: Iowa Department of Corrections**

May provide inmate labor to assist with debris removal efforts..

**4.9. Iowa Executive Council**

The Iowa Executive Council shall be the determining authority for funding of projects under the Iowa Contingency Loan Program.

**4.10. Iowa Attorney General's Office**

Review for statutory fulfillment of the application and adherence to all applicable laws and regulations.

**4.11. Iowa State University Extension Office**

Develop, produce, and update disaster recovery related information for the public.

**Firefighting**  
Emergency Support Function 4

<b>Primary Agency</b>	Iowa Department of Natural Resources
<b>Support Agencies</b>	Iowa Department of Transportation
	Iowa Department of Public Safety
	Iowa Department of Public Health
	Iowa Homeland Security and Emergency Management
	Iowa National Guard
	Iowa Civil Air Patrol

<b>Functional Interdependencies</b>	Transportation – ESF 1
	Communications – ESF 2
	Emergency Management – ESF 5
	Mass Care – ESF 6
	Public Health and Medical Services – ESF 8
	Public Safety and Security – ESF 13

## **1. Introduction**

### **1.1. Purpose**

To provide support to local firefighting organizations in the detection, control, and/or suppression of urban, rural, or wildland fires when state assistance is required or state and private lands are affected.

### **1.2. Scope**

This function provides for:

- 1.2.1. The management and coordination of firefighting activities on state and private lands and structures;
- 1.2.2. Support of local jurisdictions when their firefighting capabilities, including mutual aid agreements, have been exceeded and/or exhausted.

### **1.3. Authorities**

- 1.3.1. Iowa Code - Chapter 29C – Emergency Management  
Chapters 100-102 Fire Control
- 1.3.2. Iowa Administrative Code - Chapter 605 – Emergency Management  
Chapter 661 - Public Safety

## **2. Planning Considerations**

### **2.1. Situation**

Fire prevention and control operations are managed on a day-to-day basis by local fire departments and other response organizations. No state personnel or equipment is dedicated to first-response fire suppression activities. The vast majority of the problems they will face during major emergencies simply require the application or expansion of normal operations using locally available resources, including mutual aid.

Private land ownership controls between nearly 95% of the land in Iowa. Since the late 1980's, Iowa's private lands have been moving from a mosaic of farmland and natural areas to one with an increased suburban residential presence. This zone, where natural/agricultural areas meet human habitation, is known as the wildland/urban interface. This interface offers new challenges in dealing with how fire departments deal with wildland fire suppression issues. In the wildland/urban interface, protecting high valued property over containing a wildland fire takes precedence. Initial analysis of the wildland/urban interface in Iowa shows that the lands within the (1) Loess Hills, (2) Driftless Zone of NE Iowa, and (3) public/private lands surrounding flood control reservoirs are at risk during extreme weather from wildland fire events. With over 1.8 million acres enrolled in the federal Conservation Reserve Program (CRP), Iowa is one of the leading states in the nation for federally-funded conversions of agricultural lands to permanent grass or tree vegetation.

Many counties in the southern Iowa Drift Plain have thousands of acres in CRP with high fuel levels. This situation could contribute to significant wildland fire under extreme weather conditions.

However, when major fires occur as a result of a catastrophic incident such as a hazardous materials incident, earthquake, tornado, etc., the simultaneous commitment of resources to two or more major operations may tax even the largest department, especially if the consequences of the incident have reduced a local department's ability to deploy resources (e.g., through destruction of equipment, blockage of roads, loss of personnel, etc.). In many cases, the local fire organizations are also responsible for providing rescue and/or emergency medical services. These responsibilities may further reduce the local capability to handle large fires and manage the consequences associated with them.

## **2.2. Assumptions**

- 2.2.1. Fire service organizations rely heavily on communications systems for notification and coordination purposes. Normal communications channels may be interrupted by an emergency or disaster, necessitating the configuration of makeshift or temporary communications capabilities.
- 2.2.2. Water delivery systems may be damaged, inoperable, or inadequate in affected areas, resulting in reduced or nonexistent water pressure for firefighting operations.
- 2.2.3. Wheeled vehicle access to affected areas may be impeded or impossible due to damaged roadways and/or bridges.
- 2.2.4. Fires could occur in several locations throughout the state, resulting in a shortage of resources.
- 2.2.5. Smoke from major fires may cause visibility and public health problems, creating a need to close public roadways, evacuate public facilities, and recommend the evacuation of other facilities and residential areas.

## **2.3. Policies**

- 2.3.1. The Incident Command System (ICS) will be used as the basis for on-scene management of fire operations.
- 2.3.2. Local and mutual aid resources will be exhausted before requesting assistance from state resources.
- 2.3.3. Compatibility of requested equipment with local needs and capabilities will be verified before providing state-sponsored assistance to local jurisdictions.

## **3. Concept of Operations**

### **3.1. General**

Local incident commanders will conduct the initial situation assessment, provide scene management, and make resource needs determinations. If activated, a State Forward Operations Team will assist with these activities. When wildland fires occur on or have a reasonably high potential to affect state lands, the Department of Natural Resources (DNR), Division of Forests and Prairies, will assist with coordinating these functions.

Requests by local jurisdictions for firefighting assistance and resources will be handled in accordance with local mutual aid agreements and, when state assistance is required, will be transmitted from the local emergency management agency to the State Emergency Operations Center.

The Homeland Security and Emergency Management Division (HSEMD) and/or the DNR, Forests and Prairies Division, will initiate/coordinate requests for assistance from other states and/or from the federal government as required.

Firefighting operations will be conducted using established, OSHA-compliant organizations, communications protocols, processes, and procedures, to include the use of ICS to manage on-scene operations.

When the state's resources are not sufficient to meet emergency/disaster-related transportation requirements, support from another state or the federal government may be requested by HSEMD upon receiving approval from the Governor's Office. The Homeland Security and Emergency Management Division (HSEMD) will receive all requests from state agencies and local governments for transportation-related assistance, and will work with DOT, and with other agencies when applicable, to evaluate, prioritize, and respond to these requests.

### **3.2. Organization**

The State Emergency Operations Center (SEOC) may be fully activated, partially activated, or not activated when this function is activated.

### **3.3. Interface Coordination**

#### 3.3.1. Local

#### 3.3.2. Regional

#### 3.3.3. Federal

- This Firefighting Emergency Support Function (ESF) corresponds to National Response Framework (NRF) ESF #4, Firefighting.
- When state and local firefighting capabilities have been overwhelmed, the DNR Forests and Prairies Division has a memorandum of understanding with the Missouri-Iowa Dispatch Center to serve as a conduit for requesting and dispatching equipment and personnel in the case of emergency situations.
- The DNR, Forests and Prairies Division, also has a memorandum of understanding with the corresponding agencies in Illinois, Indiana and Missouri to immediately provide wildland firefighting assistance upon request. This agreement is called the Big Rivers Forest Fire Management Compact. This can also be coordinated through the Missouri-Iowa Dispatch Center.
- Missouri-Iowa Dispatch Center coordinates its dispatching through the Eastern Area Coordination Center (EACC) in Saint Paul, MN. EACC provides logistical support, resources, and intelligence for anticipated and ongoing wildland fire activity. EACC facilitates movement of resources (people, aircraft, ground equipment) among the Eastern Area member agencies and their individual units. EACC also monitors wildfire potential, weather, and wildland fire use within the Eastern Area, which contains twenty states.



- The DNR, Forests and Prairies Division, is responsible for obtaining assistance through the above mechanisms. Disasters of a large magnitude may also require HSEMD to access assistance through the Emergency Management Assistance Compact (EMAC) and through the Federal Emergency Management Agency (FEMA).
- To obtain federal assistance, the Governor, or the Governor's Authorized Representative (GAR), may submit a request for a fire management assistance declaration. The request must be submitted while the fire is burning uncontrolled and threatens such destruction as would constitute a major disaster. The request must be submitted to the FEMA Regional Director and should address the relevant criteria listed in federal regulations (44 CFR, Sec. 204.21), with supporting documentation that contains factual data and professional estimates on the fire or fire complex. To ensure that FEMA can process the request for a fire management assistance declaration as expeditiously as possible, personnel initiating the request should transmit it by telephone, promptly followed by written documentation.
- FEMA will approve declarations for fire management assistance when the Associate Director determines that a fire or fire complex threatens such destruction as would constitute a major disaster.

#### **4. Responsibilities**

##### **4.1. Primary Agency – Iowa Department of Natural Resources**

- 4.1.1. Supply personnel to coordinate technical assistance to major fires when state assistance is requested or required.
- 4.1.2. Maintain the Federal Excess Property Program (FEPP) database of equipment that is on loan to Iowa fire departments involved in wildland fire suppression through the U.S. Forest Service.
- 4.1.3. Provide access to wildland firefighting personnel, equipment and other resources through the Missouri-Iowa Interagency Dispatch Center when conditions are such that state and local resources have been overwhelmed.
- 4.1.4. Provide a liaison to coordinate with and request assistance from federal agencies through the Multi-Agency Coordination (MAC) group.
- 4.1.5. Activate internal notification/recall of Forests and Prairies Division personnel statewide, as appropriate, to aid in meeting the demands imposed by the situation.
- 4.1.6. Maintain logs of activities, messages, etc. for use in applying for federal disaster assistance, and for use in after action reports following termination of the emergency.

##### **4.2. Support Agency: Iowa Department of Transportation**

- 4.2.1. Provide equipment and personnel in support of fire suppression and management activities.
- 4.2.2. Gather information on the effects of smoke on roadway visibility.
- 4.2.3. Make recommendations regarding road closures.

- 4.2.4. Provide personnel and equipment (signs and barricades) to close roads rendered unusable due to obstruction by heavy smoke.

**4.3. Support Agency: Iowa National Guard**

- 4.3.1. At the direction of HSEMD, assists with the movement of resources to staging areas or into affected areas.
- 4.3.2. Provide personnel for assistance in fire management activities.
- 4.3.3. Provide transportation (air or land) for firefighting crews.
- 4.3.4. Provide equipment for use in fire control operations.

**4.4. Support Agency: Iowa Homeland Security and Emergency Management Division**

- 4.4.1. When it has been determined that local firefighting capabilities have been overwhelmed, provide operational support for firefighting-related decisions and activities by coordinating support from local state and federal agencies as appropriate.
- 4.4.2. Large magnitude disasters may require HSEMD to access assistance through the Emergency Management Assistance Compact (EMAC) and through the Federal Emergency Management Agency (FEMA).

**4.5. Support Agency: Iowa Department of Public Safety**

- 4.5.1. Iowa State Fire Marshal's Office:
- Maintain statistics concerning fire incidence during the emergency in affected areas.
  - Maintain database of fire departments, current chiefs and contact phone numbers.
- 4.5.2. Iowa State Patrol:
- Provide assistance with the closure of roads rendered unusable due to obstruction by heavy smoke.
  - Provide evacuation assistance.
  - Provide communications support for local governments and their fire service operations.

**4.6. Support Agency: Iowa Department of Public Health**

Inform state agency leadership about fire-related health hazards to the public and to workers involved in an emergency response and provide protective action guidance when appropriate.

**4.7. Support Agency: Civil Air Patrol**

Provide aerial support to include; surveillance, photography, and transportation of resources and personnel.

**Emergency Management**  
Emergency Support Function 5

<b>Primary Agency</b>	Iowa Homeland Security and Emergency Management
<b>Support Agencies</b>	

<b>Functional Interdependencies</b>	

## 1. Introduction

### 1.1. Purpose

- 1.1.1. To coordinate and develop the overall Emergency Management functions in the State Emergency Operations Center (SEOC), in support of state and local response operations. The SEOC will facilitate the overall activities of the state governments in providing response assistance to an affected area.

### 1.2. Authorities

- 1.2.1. Iowa Code - Chapter 29C - Emergency Management
- 1.2.2. Iowa Administrative Code - Chapter 605 – Emergency Management

## 2. Planning Considerations

### 2.1. Situation

A significant natural, technological or man-made disaster or other significant event may be of such severity and magnitude as to require State response assistance to supplement the efforts of local government(s) to save lives and protect property

### 2.2. Assumptions

- 2.2.1 In order to identify response requirements of the disaster or emergency incident, there will be an immediate and continuous demand for information on the impact, magnitude and damages.
- 2.2.2. Local government will be the immediate and best source of vital information regarding damage and initial response capabilities and needs.
- 2.2.3. There will be delays in establishing full operational capability.
- 2.2.4. Communications problems, impact of damages, weather, and other environmental factors will restrict situation assessment activities.
- 2.2.5. Much of the information used in planning and responding to emergencies has a spatial dimension. Geographic information systems (GIS) technology provides essential tools for displaying and analyzing spatial data to support emergency management activities.

## 3. Concept of Operations

### 3.1 General

The state support for Emergency Management staffing, functions and operations is organized and will operate in accordance with the National Incident Management System.

During an emergency or disaster, personnel of the Iowa Homeland Security and Emergency Management Division Agency will act as the staff for ESF #5. The Chief of Operations will serve as the overall coordinator for Emergency Management. ESF #5 is responsible for directing message flow within the SEOC, displaying information data, tracking mission assignments, and providing technical data in support of disaster operations.

- 3.1.1 The lead agency will generally work from the State Emergency Operations Center (SEOC), supporting ESFs may be requested to send representatives to the SEOC, or choose to work from their own EOCs.
- 3.1.2 When the SEOC is activated, the Chief of Operations will activate ESF #5. The Chief of Operations will identify which support departments/agencies are needed, and take steps to ensure that these departments/agencies are activated or on alert as appropriate.
- 3.1.3 ESF #5 will utilize personnel and resources from participating departments/agencies to respond to mission assignments related to emergencies/disasters. Additional resources available to other ESFs may be coordinated and mobilized to support ESF#5 missions. When requests exceed the state's capability to respond, additional resources (i.e. federal resources, contractual agreements, and mutual aid agreements) will be mobilized. All personnel and resources mobilized by ESF #5 will remain under the direction and control of the Chief of Operations and the appropriate staff responsible for the ESF function.

### **3.2. Organization**

If needed, the State Emergency Operations Center will be activated to coordinate a state level response.

### **3.3. Interface Coordination**

- 3.1.1. Local
- 3.1.2. Regional
- 3.1.3. Federal

The Emergency Management Emergency Support Function (ESF) corresponds to National Response Framework (NRF) ESF #5, Emergency Management, which is responsible for supporting overall activities of the Federal Government for domestic incident management.

## **4. Responsibilities**

### **4.1. Primary Agency – Homeland Security and Emergency Management**

- 4.1.2. Processing requests for assistance from affected county/jurisdictions.
- 4.1.3. Gathering, evaluating and disseminating information from local response organizations, including EOCs; regarding incident response actions and the status of resources.
- 4.1.4. Developing the Incident Action Plans to describe and document overall response activities and to keep the Governor and activated ESFs informed of the status of the overall response operations.
- 4.1.5. Gathering and displaying certain critical information to facilitate response activities.
- 4.1.6. Establishing and maintaining an electronic log of events, points of contact, needs and resultant activities for the duration of the incident. This is accomplished through the use of WebEOC.

- 4.1.7. Developing, as needed, situation reports (SITREPS) that describe the overall picture of the situation and describes state response activities undertaken to assist the affected local area.
- 4.1.8. Developing and delivering scheduled briefings, and maintaining displays of pertinent information using maps, charts, computer aided displays, and video.
- 4.1.9. Provide an assessment of disaster impacts including the identification of boundaries of the damaged area and distribution, type and severity of damages, including the status of critical facilities.

When a joint preliminary damage assessment is warranted, coordinate and conduct the assessment with the Department of Human Services, FEMA and the Small Business Administration to determine the impact and unmet needs of individuals and businesses, the public sector, and the community as a whole.

- 4.1.10. Developing and maintaining GIS capabilities to support emergency management functions.
- 4.1.11. Track the request for, procurement and distribution of requested resources; equipment, personnel, services and supplies.

**Mass Care, Emergency Assistance, Housing and Human Services**  
 Emergency Support Function 6

<b>Primary Agency</b>	Iowa Department of Human Services
<b>Support Agencies</b>	Iowa Homeland Security and Emergency Management
	Iowa Attorney General's Office
	Iowa Department of Administrative Services
	Iowa Department of Agriculture and Land Stewardship
	Iowa Department of Economic Development
	Iowa Department of Elder Affairs
	Iowa Department of Inspections and Appeals
	Iowa Department of Public Health
	Iowa Department of Public Safety
	Iowa Department of Revenue
	Iowa Department of Transportation
	Iowa Finance Authority
	Iowa National Guard
	Iowa Board of Regents: ISU Extension Office
<b>Non Governmental Support Agencies</b>	Radio Amateur Emergency Services
	American Red Cross
	Iowa Disaster Human Resource Council

<b>Functional Interdependencies</b>	Transportation - ESF 1
	Communications - ESF 2
	Logistics and Resource Support - ESF 7
	Public Health and Medical Services - ESF 8
	Public Safety and Security - ESF 13
	External Affairs - ESF 15

## **1. Introduction**

### **1.1. Purpose**

To coordinate activities for emergency related mass care, to include the human needs of shelter and housing, food, crisis counseling, and mental health needs, for people who are displaced, seeking shelter, or otherwise affected by a state declared emergency, disaster, or catastrophe or other large scale incident.

### **1.2. Scope**

- 1.2.1. This function includes three primary functions: Mass Care, Housing, and Human Services.
- 1.2.2. Mass Care is focused on the coordination and provision of basic human needs of emergency/disaster victims will be met at the onset of an incident and during the initial response and how these may transition to into short and long-term recovery. These basic human needs include sheltering, food, emergency first aid, distribution of emergency relief items.
- 1.2.3. Housing relates to the short and long-term housing needs of people affected by the emergency or disaster.
- 1.2.4. Human Services relates crisis counseling and identifying support for persons with mental or medical needs.
- 1.2.5. This function is activated when the local delivery capacity is inadequate to meet the emergency-related mass care, housing, and human needs in the area because it has been diminished or overwhelmed as a result of an emergency or disaster, or when the local ability to shelter is overwhelmed or when local shelters are destroyed or otherwise rendered unusable as a result of an emergency or disaster.
- 1.2.6. Focuses on the use of pre-identified shelter sites, identifying and establishing suitable temporary shelters in facilities not previously identified, and the construction of new temporary shelter facilities.

### **1.3. Authorities**

- 1.3.1. Iowa Code - Chapter 29C – Emergency Management
- 1.3.2. Iowa Administrative Code - Iowa Administrative Code 605 – Emergency Management

## **2. Planning Considerations**

### **2.1. Situation**

Depending on factors such as location, demographics, speed of emergency or disaster onset, the time of occurrence, building construction in and around the incident site, and prevailing temperatures and other weather conditions, hundreds or thousands of emergency or disaster victims may be forced from their homes, some of whom may have special needs due to disabilities or other reasons. There may be large numbers of injured or dead.

Many natural and human-caused emergencies or disasters have the potential to destroy or cause major damage to the homes of persons living in the affected area(s), creating the need for



an adequate number of shelters that are accessible, safe, and reasonably comfortable. Local sheltering capabilities may quickly become overwhelmed, requiring the use of state-owned facilities and other state resources to satisfy unmet shelter needs. Displaced victims who are housed at emergency shelters will require food, water, emergency first aid, and other mass care services.

Tornadoes, flash floods, hazardous materials incidents, and other rapid onset, short-duration hazardous conditions will create a demand for short-term safe havens for those located in the threatened area. In order to meet such a demand, local officials may need to utilize facilities which do not meet all American Red Cross (ARC) criteria in terms of sleeping space, eating facilities, emergency power generation, cooking facilities, handicapped access, etc. Furthermore, ARC personnel will generally not operate these shelter facilities. Such facilities are intended to provide evacuees with short-term protection only until threatening conditions have passed. These facilities should not be utilized for long-term shelter operations. When intended for use as "storm shelters," these facilities should meet required federal wind load criteria.

## **2.2. Assumptions**

- 2.2.1. The identification, activation and operation of public shelters in response to an emergency or disaster are the primarily the responsibility of local officials, and may be supported by their local ARC Chapters.
- 2.2.2. Local officials will inform the State Emergency Operations Center (SEOC) through the appropriate county emergency management coordinator of the names of all facilities activated for use as shelters, the number of persons sheltered, and the times at which individual shelters cease operations. The use of WebEOC by local officials will optimize the effectiveness of shelter resource management.
- 2.2.3. Emergency public shelters shall be defined as follows: 1) warming and cooling centers; 2) American Red Cross (ARC) shelters per the ARC guidance relating to specials needs; 3) medical shelters; 4) pet shelters as defined by the Iowa Department of Agriculture and Land Stewardship (IDALS).
- 2.2.4. Many of the facilities designated as shelters prior to an emergency or disaster may be destroyed or rendered inoperable by the emergency/disaster itself, thereby necessitating additional measures to house and care for victims.
- 2.2.5. Utility, water, and sewer systems may not be available at shelters for several days following an emergency or disaster, creating a need for alternative arrangements to maintain a healthy living environment for the victims.
- 2.2.6. Emergency relief supplies, such as tents, food, and potable water, may not be available for several days following an emergency or disaster.
- 2.2.7. ARC workers and other shelter workers in areas affected by an emergency or disaster may not be able to report for assignments.
- 2.2.8. The arrival or emergency response personnel to provide medical care for the victims and the spontaneous appearance of volunteers may place additional burdens on the shelter system.
- 2.2.9. The public will be notified when to evacuate and to what location.

- 2.2.10. Provisions will be made for the care of pets in nearby locations. Service animals for persons with disabilities are allowed by law to stay in shelter with their owner and are not considered pets.
- 2.2.11. Special needs population groups, including those whose age, frailty, mobility, function and/or medical disability will be partially or completely without the support network that they rely on under normal conditions.
- 2.2.12. Many emergency workers, medical and human services professionals, and others who normally would help during an emergency or disaster may be dead, injured, involved with family problems resulting from the emergency/disaster, or otherwise unable to reach their assigned posts.
- 2.2.13. The state, county, and municipal facilities that are normally part of the response to day-to-day and minor emergency human needs may be severely damaged or inaccessible.
- 2.2.14. Movement of supplies for meeting day-to-day and minor emergency human needs may be impeded or ceased.
- 2.2.15. Following an emergency or disaster, many victims will have feelings of guilt (that they survived and others didn't), anger, frustration, etc., that must be dealt with effectively or the individuals affected may not deal with the situation appropriately.
- 2.2.16. State institutions that care for special needs/high risk individuals have prepared emergency response plans to protect the safety of those in their care and, if appropriate, have in place continuity of operations plans which provide self-sufficiency for a minimum of 72 hours, and often much longer.
- 2.2.17. Long-term care facilities in Iowa have prepared emergency response plans and/or policies and procedures to protect the safety of those in their care and, if appropriate, have a store of food and other supplies available sufficient to last for at least the first seven days after an emergency or disaster. Backup electrical power capabilities are in place at facilities with electric-power-reliant critical medical equipment.
- 2.2.18. Local voluntary organizations will, to the maximum extent possible, provide immediate feeding, shelter, and emergency first aid services for at least the first 72 hours following the onset of an emergency or disaster.
- 2.2.19. Local voluntary organizations will remain in communication with and, whenever possible, coordinate activities with the Iowa Disaster Human Resources Council (IDHRC) representative at the State Emergency Operations Center (SEOC).
- 2.2.20. Although the exact numbers will vary with circumstances, approximately 10-20 percent of an affected population is expected to seek public shelter. Most will seek shelter from friends or relatives, and some will remain at or near their damaged homes.
- 2.2.21. A subset of those seeking public shelter immediately in the aftermath of an emergency or disaster will require shelter for an extended period of time.
- 2.2.22. Restoration of communications systems disrupted by damages or overloads may take days or weeks. Human services organizations will require alternate communications channels in order to function effectively.

2.2.23. Mass care facilities will be equipped with basic first aid supplies needed to respond to the emergency/disaster. In the absence of trained medical professionals, human services providers will be expected to deliver basic first aid to people in their care.

2.2.24. Some people may not seek shelter and/or other mass care services until their pets are cared for.

2.2.25. Identifying and addressing the needs of individuals with medical needs, such as life support equipment, will be given high priority in all mass care situations.

2.2.26. Long-term sheltering needs may result from an emergency or disaster within the state, or a regional or large scale incident outside the state.

### **2.3. Policies**

2.3.1. Maximum use of local sheltering capabilities and shelter construction resources should occur before requesting assistance from the state.

2.3.2. Mass care operations will receive priority consideration for immediate emergency human needs such as food, water, and heat at the appropriate time of year.

2.3.3. Mass care operations, logistical support requirements, and security considerations will be given high priority by state agencies.

2.3.4. Human services activities will be provided based on need and without regard to race, color, religion, national origin, age, sex, marital status, gender identity, sexual orientation, or mental or physical disability.

2.3.5. Shelters and other facilities in which mass care activities occur will receive priority consideration for structural inspections to ensure safety of occupants.

2.3.6. A reasonable attempt must be made to equip shelter sites with accommodations for individuals with special needs, especially those:

- With physical and/or mental disabilities;
- With life-threatening medical conditions;
- Requiring crisis counseling.

2.3.7. Donated food items for use at shelters must be verified to come from approved sources. Home-canned goods should not be used.

2.3.8. Privacy for crisis counseling and family reunification services will be provided as part of mass care emergency operations.

## **3. Concept of Operations**

### **3.1. General**

The delivery of mass care services such as feeding, sheltering and providing emergency first aid to victims is, in most instances, initially coordinated by local government officials using local resources. These officials will request state government assistance when local resources become depleted or when their depletion is imminent.

The American Red Cross (ARC) independently provides mass care services to victims as part of a broad program of disaster relief, as enacted by the U.S. Congress. ARC will coordinate its emergency/disaster-related mass care activities with the State of Iowa through the Department of Human Services (DHS).

### **3.2. Organization**

Primary responsibility for local shelter operations rests with the chief executive of the affected communities and is generally carried out by the local emergency management agency. American Red Cross has accepted the responsibility for operating and managing emergency shelters in most communities. Additionally, Department of Human Services (DHS) workers have been tasked to provide assistance to ARC and local officials in shelter operations.

All requests made to state government for disaster mental health services are funneled to a designated contact from the Department of Human Services representative assigned to the State Emergency Operations Center.

### **3.3. Interface Coordination**

#### 3.3.1. Local

#### 3.3.2. Regional

#### 3.3.3. Federal

This Mass Care Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #6 Mass Care, Emergency Assistance, Housing and Human Services

The Iowa Department of Agriculture and Land Stewardship (IDALS) will provide a liaison to work with the U. S. Department of Agriculture and assist with its emergency assistance activities, as appropriate for the circumstances.

#### 3.3.4. Non-Government

ARC has obtained/will obtain memoranda of understanding (MOUs) with local communities for shelter activities as necessary.

## **4. Responsibilities**

### **4.1. Primary Agency - Iowa Department of Human Services**

4.1.1. Coordinate activation and administer the State of Iowa Individual Grant Assistance Program.

4.1.2. Shelter management will direct shelter staff to watch for symptoms of trauma and stress. Individuals needing disaster mental health (DMH) counseling will be referred to the Community Mental Health Center (CMHC) coordinating the DMH response.

4.1.3. MHDS staff or designated CMHC staff will participate in DHS staff disaster-wide assessment of disaster as it relates to disaster mental health needs, and provide it to the SEOC or other designated destination.

- 4.1.4. Coordinate with ARC the distribution of bulk emergency relief supplies to victims following an emergency or disaster once these supplies have reached their intended distribution point.
- 4.1.5. Coordinate with ARC to perform emergency feeding and other mass care activities at shelter sites, staging areas, and/or in other identified areas. The Central Iowa Chapter is the lead chapter for coordinating ARC Disaster Services in Iowa.
- 4.1.6. Coordinate with the Iowa Department of Agriculture and Land Stewardship and the Humane Society for the care of pets.
- 4.1.7. Coordinate with the Iowa Department of Public Health for care of shelter of victims with acute and chronic medical needs not compatible with Red Cross shelters.
- 4.1.8. The regional CMHC will coordinate the disaster mental health teams at the request of MHDS designated staff. Disaster mental health teams will be deployed to affected areas to assist with people in need and arrange for appropriate counseling and referral.
- 4.1.9. Receive requests for feeding needs in affected areas and make arrangements with ARC, Baptist Convention of Iowa, and the Homeland Security and Emergency Management Division (HSEMD) for procurement, storage preparation, and distribution of food items for use in supporting emergency/disaster response requirements.
- 4.1.10. Utilize the American Red Cross's Welfare Information and Family Reunification Efforts process for use during and after the emergency / disaster. Designated DHS and CMHC staff will be trained in the welfare inquiry in advance.
- 4.1.11. DHS and the CMHC will deploy Critical Incident Stress Management teams to respond to the needs of first responders and disaster affected persons in the affected area immediately upon request and follow up at three and six month intervals.
- 4.1.12. DHS will initiate the process of identifying the long-term mental health needs in the affected community and will work with the regional CMHC to coordinate long-term care and referral
- 4.1.13. Serve as the primary conduit for receiving requests made to state government for disaster mental health services.
- 4.1.14. Take actions to set up and prepare to administer the Emergency Food Stamp program during recovery from the emergency/disaster (see Iowa Emergency Recovery Plan).
- 4.1.15. Assign the Grant Coordinating Officer (GCO) and other necessary staff to administer the program.
- 4.1.16. Arrange for the State's share of funding in compliance with state authorities.
- 4.1.17. Ensure all disbursements subject to federal audit are recorded properly and records retained for such audit.
- 4.1.18. Provide a representative for the disaster recovery centers (DRCs), when possible.
- 4.1.19. When requested by the Governor's Authorized Representative, assist the HSEMD with the distribution of food assistance wherever possible.

- 4.1.20. Implement appropriate measures of the State Mental Health Plan.
- 4.1.21. DHS and the CMHC's will compile appropriate data for reporting on the assessment of individuals receiving disaster mental health services in addition to unmet needs in the community. The data and findings will be reported to all appropriate agencies as they pertain to each specific event.
- 4.1.22. DHS in coordination with the CMHC will document disaster mental health needs and participate in any appropriate application procedure as it pertains to the event.
- 4.1.23. DHS will follow pre-established procedures and practices and coordinate the deployment of disaster mental health teams with the designated regional CMHC's. Surge capability needs will determine the need to expand the response per event.
- 4.1.24. Disaster mental health response will be reported by the CMHC to DHS. MHDS staff will monitor along with the designated CMHC staff the capacity of the teams as they respond to the event.
- 4.1.25. If need is demonstrated and meets the requirements, DHS will follow the appropriate procedures to utilize the services grant program to provide disaster mental health services.
- 4.1.26. DHS will obtain from the CMHC the needs assessment of the community as it pertains to disaster mental health and report findings to FEMA, Homeland Security and Emergency Management Division following normal DHS disaster event reporting requirements.

**4.2. Support Agency: Iowa Department of Human Services / American Red Cross**

- 4.2.1. Determine need for deployment of personnel from unaffected areas of the state and make arrangements to accomplish these tasks in a timely manner.
- 4.2.2. Determine appropriateness of shelter locations and make recommendations for relocation and/or modifications to current facilities.
- 4.2.3. Implement shelter operations in accordance with ARC policy.
- 4.2.4. Provide information concerning status of shelters using WebEOC
- 4.2.5. Request logistical support from state and national ARC elements as necessary.
- 4.2.6. Respond to requests for additional shelter capacity from local officials.

**4.3. Non-Governmental Support Agency: American Red Cross**

- 4.3.1. Coordinate and conduct disaster assessments.
- 4.3.2. Emergency Mass Care: Provides individual or congregate temporary shelter, fixed or mobile feeding operations, and / or the bulk distribution of relief supplies to disaster victims and workers.
- 4.3.3. Disaster Welfare Inquiry: Provides locator, family reunification, and communications services to alleviate the anxiety of the immediate family members of those affected by disaster where people are displaced and communications breakdowns exist in the aftermath of disasters.

- 4.3.4. Disaster Health Services: Coordinates with emergency and/or additional assistance providers in meeting individual or family disaster-caused physical health needs; provides health services staff in ARC shelters and other facilities; ensures availability of blood and blood products for those affected by disasters; and provides additional material and personnel to augment community physical health services.
- 4.3.5. Disaster Mental Health Services: Provides crisis counseling and education with referrals, in conjunction with local mental health providers, to disaster victims and workers.
- 4.3.6. Individual Emergency Assistance: Provides disaster clients with clothing, food, rent, security deposits, cleaning supplies, occupational supplies, and equipment, and disaster-related medical needs through the use of Disbursing Orders or bulk distribution; information and referral about assistance available through community, voluntary, and government agencies.
- 4.3.7. Individual Additional Assistance: Provides casework support for recovery to clients with disaster-caused needs beyond those provided by the ARC and other agencies under emergency assistance. Additional assistance includes coordination of all personal, community, and government resources that could meet the client's needs.

**4.4. Support Agency: Iowa Homeland Security and Emergency Management**

- 4.4.1. Coordinate with Public Information function staff to notify general public of shelter locations.
- 4.4.2. Refer requests for disaster mental health services to the Department of Human Services Mental Health Coordinator.
- 4.4.3. Assist Baptist Convention of Iowa to coordinate food delivery, distribution, and acquisition of bulk food supplies
- 4.4.4. Serve as a central coordinating point for allocating and channeling needed state resources to locations providing mass care services.
- 4.4.5. Identify, coordinate and assist IFA in the administration of the State housing programs.
- 4.4.6. Work with IFA to identify long-term housing need.
- 4.4.7. Assist in coordination of housing financing programs between the Federal and State levels.
- 4.4.8. Coordinate and conduct disaster assessments with DHS. When a joint preliminary damage assessment is warranted, coordinate and conduct the assessment with FEMA and the Small Business Administration to determine the impact and unmet needs of individuals and businesses, the public sector, and the community as a whole.
- 4.4.9. Identify, coordinate and assist FEMA in the administration of the Disaster Housing Program.
- 4.4.10. Provide for approved sites, installation, and transportation expenses to assist in the movement of people to shelter.
- 4.4.11. Submit request for Presidential Disaster declaration to FEMA.

- 4.4.12. Coordinate with FEMA in the management and operation of disaster recovery centers (DRCs).
- 4.4.13. Field initial call from agency or organization reporting community needs.
- 4.4.14. Coordinate food assistance delivery and distribution assistance needs and programmatic requirements with the FEMA Federal Coordinating Officer.
- 4.4.15. Coordinate information with Iowa Department of Human Services and document and forward information on mental health services to HSEMD Administrator and/or Governor.
- 4.4.16. At the discretion of the Governor's Authorized Representative, request the activation of the Mental Health Disaster Assistance program from FEMA.

**4.5. Support Agency: Iowa Attorney General's Office**

Provide legal guidance to investigate and prosecute on fraud or misuse of fund cases and re-coupments.

**4.6. Support Agency: Iowa Department of Administrative Services**

- 4.6.1. As part of the Finance and Administration function, and in compliance with standards provided by the SEOC, locate and procure shelter facilities. These may be either state-owned or their use secured through agreement with private sector or other non-state government entities. Consult with the Iowa Department of Human Rights, Division of Persons with Disabilities regarding shelter accessibility.
- 4.6.2. Provide purchasing and delivery of food supplies, as necessary, to supplement Federal agencies designated by FEMA in the implementation of the food supply program.

**4.7. Support Agency: Iowa Department of Agriculture and Land Stewardship**

- 4.7.1. Locate and secure supplies of food, including federally owned surplus, to help meet feeding needs in affected areas.
- 4.7.2. Establish and operate shelters of evacuated pets.

**4.8. Support Agency: Iowa Department of Economic Development**

Identify, coordinate, and assist Community Planning and Development/Housing and Urban Development CPC/HUD in program administration.

**4.9. Support Agency: Iowa Department of Elder Affairs**

- 4.9.1. Determine accessibility of shelters for the elderly with special needs.
- 4.9.2. Provide a representatives at shelters to assist in shelter operations
- 4.9.3. Provide a representative at the DRC's when possible.
- 4.9.4. Identify potential elderly housing applicants.
- 4.9.5. Identify and coordinate unmet special needs of the elderly.



**4.10. Support Agency: Iowa Department of Inspections and Appeals**

- 4.10.1. At emergency feeding sites, take all corrective actions necessary to ensure proper handling of food items suspected or known to be contaminated or that in any other way pose a risk to human health and safety or public confidence.
- 4.10.2. Deploy personnel to affected areas and surrounding areas where emergency food items are stored and prepared, to inspect for sanitary food handling techniques. Require changes in procedures where dictated when improper handling threatens safety of food supplies.

**4.11. Support Agency: Iowa Department of Public Health**

- 4.11.1. Deploy personnel to perform health inspections of mass care operations to ensure safe practices related to food, water supply, disease vectors, and waste disposal at each location and coordinate implementation of preventive measures and correction of deficiencies with local shelter managers.
- 4.11.2. Given reports of actual or suspected food contamination at emergency feeding centers, trace sources of suspect food.
- 4.11.3. When warranted by the magnitude of the emergency or disaster, establish and manage a Family Assistance Center (FAC) to meet the needs of victim family members. The FAC will be located away from the immediate incident site and media/public relations sites, but close enough to allow accessibility within a reasonable time (see Annex U: Mass Fatalities Incident Response, and Department of Public Health internal standard operating procedures).

**4.12. Support Agency: Iowa Department of Public Safety**

- 4.12.1. Assist with security and traffic control at shelter sites as needed.
- 4.12.2. Monitor duplication of benefits.
- 4.12.3. Monitor the special needs population.

**4.13. Support Agency: Iowa Department of Revenue**

Issue all warrants approved by the Grant Coordinating Officer and return them to the Other Needs Assistance office for mailing.

**4.14. Support Agency: Iowa Finance Authority**

- 4.14.1. Administer identified or other applicable programs.
- 4.14.2. Provide public information related to programs that may assist persons with housing needs.

**4.15. Support Agency: Iowa National Guard**

- 4.15.1. Assist with security and logistical operations as requested.

4.15.2. Deploy personnel to assist with security and logistical operations as requested.

**4.16. Support Agency: Iowa State University Extension Office**

4.16.1. Administer the Iowa Concern help line by providing 24/7 assistance.

4.16.2. Maintain the Iowa Concern Web site featuring an extensive Frequently Asked Questions database for legal, finance, crisis and disaster, and personal health issues.

4.16.3. Via the Iowa Concerns Web site, provide services of a Live Chat service.

**4.17. Non-Governmental Support Agency: Radio Amateur Emergency Services**

Provide back-up communications resources and personnel to meet requirements at shelter sites.

**4.18. Non-Governmental Support Agency: Iowa Disaster Human Resource Council**

4.18.1. Determine lead organization for response/recovery.

4.18.2. Convene conference calls to discuss disaster impacts and possible assistance available.

4.18.3. Identify unmet community needs and possible ways to address those needs.

4.18.4. Coordinate the sequence of delivery of goods and services.

**Logistics Management / Resource Support**  
Emergency Support Function 7

<b>Primary Agency</b>	Iowa Homeland Security and Emergency Management
<b>Support Agencies</b>	Department of Administrative Services

<b>Functional Interdependencies</b>	Emergency Management – ESF 5

## 1. Introduction

### 1.1. Purpose

To evaluate, locate, procure, allocate, and track financial resources, equipment, material/supplies, transportation capabilities, personnel, office and other work space, technical expertise, data, and a wide variety of other resources to support disaster-affected areas. Sources include state government agencies, local government sources, other states, the federal government, and the private sector.

### 1.2. Scope

The State of Iowa's emergency resource management function includes:

- 1.2.1 Accounting for the availability, location, condition, and length of commitment of all state-controlled resources.
- 1.2.2 Establishing communication channels with local officials who can and will provide accurate information about resource availability from local sources, and who have to authority to release these resources for emergency/disaster use.
- 1.2.3 Facilitating local access to local resources throughout the state through the Intrastate Mutual Aid Compact (IMAC), as provided for in section 29C.22 of the Code of Iowa.
- 1.2.4 Obtaining resources from other states through the Emergency Management Assistance Compact (EMAC), this was entered into by the State of Iowa in accordance with Section 29C.21 of the Code of Iowa.
- 1.2.5 Coordinating the use of federal resources.
- 1.2.6 Allocating limited resources to a variety of recipients.

In accordance with Subsection 29C.6(1) of the Code of Iowa, the deployment and use of resources described in this Emergency Support Function will occur subsequent to a Governor's Proclamation of Disaster Emergency, and only in those jurisdictions specified in the Proclamation.

### 1.3. Authorities

- 1.3.1 Iowa Code - Chapter 29C, Subsections 13-15 - Emergency Management
- 1.3.2 Iowa Administrative Code - Chapter 605 - Emergency Management

## 2. Planning Considerations

### 2.1. Situation

The State of Iowa is vulnerable to manmade and natural disasters. Single or multiple disasters are capable of affecting multiple jurisdictions, and will often overwhelm local response capabilities.

Disasters often require large quantities of personnel, materials/supplies, and equipment to respond to the immediate and short-term consequences of the disaster. (Note that management

of longer-term consequences is covered in the recovery portion of the Iowa Disaster Recovery Plan.) Often, these critical resources are not available to the affected local jurisdiction either through direct-control or via mutual aid. In instances when these resources can be obtained locally, they are not always available in large enough quantities to meet disaster needs. These shortfalls can be met with state, federal, and private resources. All these resources must be accounted for and managed carefully.

## **2.2. Assumptions**

- 2.2.1. Iowa Homeland Security and Emergency Management utilize WebEOC, as its emergency management software. WebEOC Resource Manager allows for the inventory of resources, order resources, route requests, approve requests, and deploy resources in a manner that is compliant with National Incident Management System (NIMS).
- 2.2.2. Resources will be tracked and managed for efficient allocation, waste prevention and elimination of unnecessary or duplicate requests for outside support
- 2.2.3. A disaster will create a demand for types and quantities of resources not normally available.
- 2.2.4. Resources that are normally available may be destroyed, damaged, or rendered inaccessible by disaster conditions.
- 2.2.5. Local jurisdictions will not normally request State resources until local resources, including directly controlled, private sector, donated, and/or mutual aid resources, are expended or committed.
- 2.2.6. State government will normally expend or commit in-state resources, including state-owned, private sector, and/or donated resources, before requesting interstate assistance through EMAC or federal assistance through appropriate federal agency emergency authorities and/or through the activated portions of the National Response Framework (NRF).

## **2.3. Policies**

Protecting human life, safety, health, and critical infrastructure, in that order will be given the highest priority when making resource allocation decisions. After fulfilling this criterion, resource allocation decisions will be based on cost, need, and availability.

## **3. Concept of Operations**

### **3.1. General**

When emergency or disaster response goes beyond the capabilities of local governments, the Governor of Iowa can formally declare a state of emergency to exist by issuing a proclamation according to Code of Iowa 29C. This authority allows the Governor, through the Homeland Security and Emergency Management Division (HSEMD), to activate available assets when lives and property are impacted or threatened. When the disaster or emergency goes beyond state government capabilities, Code of Iowa 29C allows the Governor, through HSEMD, to procure resources from other states by activating EMAC. The Governor can also request federal assistance in the form of emergency declarations through the Stafford Act and the National Response Plan, which provides for the emergency authorities of the federal government.

Emergency resources are divided into three categories. They are personnel, equipment, and materials/supplies. Resources are allocated by need. Sometimes, limited resources require a needs test. Decision-making criteria include, but are not limited to, the number of lives at risk, the duration, alternate resources, weather, reasonable costs, the environment, comfort versus life/health benefits, etc.

State government will analyze the disaster assessment information reported by local and/or state officials. The intent is to provide a preliminary indication of the types and quantities of resources that might be required, where those resources are likely to be needed most, and whether local resources might be available for mutual aid use. Prior to completion of the initial analysis of disaster assessment information, state resources will be deployed only in life-saving situations. The analysis will become the basis for subsequent resource allocation decisions.

Certain types of resources may be in high demand (e.g., generators, emergency communications equipment, sandbags, and pumps). In some instances, resources may be inadequate to meet all local requests and requirements. To optimize use of all available resources and ensure fair, consistent, and timely allocation, state government will work closely with affected local governments to identify the greatest needs.

State agencies will use standardized allocation criteria for prioritizing resource requests to provide consistency in addressing the immediate response objectives, in order of precedence, beginning with life saving activities, protection of public health and safety, and the prevention of property damage.

### **3.2. Organization**

If needed the State Emergency Operations Center will be activated to coordinate a state level response.

### **3.3. Interface Coordination**

#### **3.3.1. Local**

Coordination with local emergency management coordinators is vital to determine the accurate needs assessment for request of state resources.

#### **3.3.2. Regional**

#### **3.3.3. Federal**

This Logistics Management / Resource Support Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #7, Logistics Management / Resource Support.

#### **3.3.4. Non-Government**

Volunteer and private businesses possess numerous resources. Many times local emergency management agencies have coordinated for the contributions of these resources. For example, bottled water, blankets, and hot meals will be provided during an emergency incident for victims and emergency responders.

The Safeguard Iowa partnership is new initiative in Iowa. This a voluntary coalition of the state's business and government leaders, who share a commitment to working together to prevent, protect, respond, and recover from catastrophic events in Iowa. One of the strategies for the partnership is to create business resource registry including of business resources, equipment, and Iowa residents with specific expertise. This strategy is in the initial development status.

#### **4. Responsibilities**

##### **4.1. Primary Agency – Homeland Security and Emergency Management Division**

- 4.1.1. Allocate/reallocate and track resources through the use of WebEOC.
- 4.1.2. Maintain records of resource requests, resource use, message traffic, etc., through the use of WebEOC.
- 4.1.3. Provide records of resources or services.
- 4.1.4. Facilitate resource sharing among local jurisdictions through the Iowa Mutual Aid Compact (IMAC), in accordance with the [IMAC Guidebook](#).<sup>3</sup> Establish an IMAC workstation in the SEOC when appropriate. IMAC communication and transactions will occur via a website, backed up by a paper system.
- 4.1.5. Manage authorized Emergency Mutual Aid Compact (EMAC) resources from other states through the [EMAC Guidebook](#). Establish an EMAC workstation in the SEOC when appropriate. EMAC communication and transactions will occur via a website, backed up by a paper system.
- 4.1.6. Deploy a trained disaster assessment team or multiple teams to obtain emergency/disaster impact information in accordance with Division SOPs and, when practicable, in conjunction with local trained disaster assessment personnel.
- 4.1.7. Manage the coordination of volunteer resources and donated goods.
- 4.1.8. Notify the Department of Administrative Services, Human Resources Enterprise, when conditions warrant the establishment of a Personnel Processing Center.
- 4.1.9. Ensure all available state agencies have been contacted about resource availability before seeking private sector vendors or other non-state government sources.
- 4.1.10. Monitor for effective utilization of applicable resource-related letters of agreement and memoranda of understanding.
- 4.1.11. Arrange for disposition of surplus resources after a disaster.

##### **4.2 Support Agency – Department of Administrative Services**

###### General Services Enterprise

- 4.2.1. Provide priority state vehicle allocation services for emergency/ disaster-related use.
- 4.2.2. Maintain vendor lists, including emergency contact information, for potential private sector providers of critical disaster-response-related resources.

- 4.2.3 Pursuant to section 29C.13 of the Code of Iowa, and upon written approval from the Governor, establish a fund to receive emergency/disaster-related cash donations, gifts, grants, or loans made to the State of Iowa. Once established, this fund will be maintained indefinitely or until HSEMD determines that it is no longer necessary. Checks, money orders, etc. provided for this purpose are to be made payable to the Treasurer of the State of Iowa.



**Public Health and Medical Services**  
Emergency Support Function 8

<b>Primary Agency</b>	Iowa Department of Public Health	
<b>Support Agencies</b>	Iowa Department of Administrative Services - GSE	
	Iowa Department of Human Services	
	Iowa Homeland Security and Emergency Management	
	Iowa Department of Natural Resources	
	Iowa Department of Inspections and Appeals	
	Iowa Department of Public Safety	
	Iowa National Guard	
	Iowa Department of Transportation	
	Iowa Board of Regents: ISU Extension, UHL, UIHC	
	Iowa Workforce Development	
	<b>Non-Governmental Support Agencies</b>	American Red Cross

<b>Functional Interdependencies</b>	Transportation – ESF 1
	Communications – ESF 2
	Emergency Management – ESF 5
	Mass Care – ESF 6
	Logistics Management / Resource Support – ESF 7
	Hazardous Materials Response – ESF 10
	Agriculture– ESF 11
	External Affairs – ESF 15

## 1. Introduction

### 1.1. Purpose

To support local public health and related local emergency response services during a potential or actual public health emergency/disaster. To coordinate state government's role in providing public health services in non-public-health emergencies/disasters.

To support local public health agencies in providing that comprehensive medical care to emergency/disaster victims; to supplement and support disrupted or overburdened local medical personnel and facilities; to take all reasonable and prudent actions to relieve personal suffering and trauma.

To support local public health for the immediate and long-term health needs of individuals, families, and communities adversely affected from a disaster.

### 1.2. Scope

This function supports the efforts local governments to identify and meet the public health needs of their respective communities during an emergency or disaster. This support includes, but is not limited to:

- 1.2.1. Advise local public health jurisdictions in public health surveillance, detection, diagnosis, assessment, exposure monitoring, and decontamination in response to an actual or potential threat to human health resulting from naturally or artificially acquired diseases or toxins or from accidental or intentional (i.e., terrorist-induced) releases of hazardous chemicals or radiation.
- 1.2.2. Providing guidance and technical assistance to prevent the spread of diseases, toxins, hazardous chemicals, and/or radiation; minimizing the severity of their effects.
- 1.2.3. Disseminating emergency information to first responders and other emergency workers about:
  - Signs and symptoms of infectious diseases;
  - Isolation and decontamination protocols;
  - Personal protective measures;
  - Disease control measures for emergencies involving biological, chemical, and/or radiological agents.
- 1.2.4. Disseminating emergency information to the general public about:
  - Signs and symptoms of infection;
  - Personal protective measures;
  - Disease control measures for emergencies involving biological, chemical, and/or radiological agents.
- 1.2.5. Providing emergency response-related technical assistance addressing biological, chemical, and radiological hazards, including terrorism considerations when appropriate.

This may include use of state or federal DMATs (Disaster Medical Assistance Team, Environmental Health Response Teams (EHRTs), or Epidemiology Response Teams (EpiRTs).

- 1.2.6. Requesting, receiving, repackaging and distributing assets from the Strategic National Stockpile (SNS) program, when activated in Iowa.
- 1.2.7. Establishing an interface with federal agencies and coordinating state and federal joint activities in accordance with this Plan and the National Response Framework.

This function provides supplemental assistance to local governments to support identifying and meeting the medical needs of victims of an emergency/disaster. This support includes, but is not limited to:

- Assessing medical needs;
- Coordinating the acquisition of supplemental medical care personnel;
- Coordinating the acquisition of supplemental medical equipment and supplies;
- Coordinating the transporting of medical supplies and personnel;
- Providing technical assistance for coordinating patient evacuation.

This Emergency Support Function discusses: 1) the agencies and related programs responsible for the provision of health services and their roles and responsibilities, and 2) activating mechanisms and descriptions of activities developed to provide for the health of individuals and families within an affected area.

### 1.3. Authorities

- 1.3.1. Iowa Code -Chapter 29C - Emergency Management  
Chapter 135 - Public Health
- 1.3.2. Iowa Administrative Code - Chapter 605 - Emergency Management  
Chapter 641 – Public Health

## 2. Planning Considerations

### 2.1. Situation

Emergency/disaster conditions can pose serious public health problems as a result of floodwater contamination, lack of refrigeration, lack of sanitation and potable water, disruption of pharmaceutical operations, and vector (disease-spreading organism) proliferation. Also, certain situations (e.g., radiological incidents, virulent disease outbreaks, hazardous materials incidents, bio-terrorism etc.) present inherent public health concerns. In either situation, state resources may be required to augment local public health and related emergency response capabilities in order to save lives and prevent illness and trauma.

Not all emergencies or disasters will cause injuries in numbers that exceed the capacity of a local jurisdiction's emergency medical service providers. However, tornadoes, flash floods, accidental hazardous materials releases, nuclear power plant incidents, mass-transportation

accidents, public health emergencies, earthquakes, and terrorist acts can occur in Iowa, and all have the potential to overwhelm local capabilities, including capabilities based on mutual aid. When this occurs, state, and possibly federal, support of medical operations will be required.

Hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities that provide medical/health care for general and special needs populations may be structurally damaged or destroyed. Facilities that survive little or no structural damage may be rendered unusable, or only partially stable, because of a lack of utilities (power, water, sewer), or because staff are unable to report for duty because of personal injuries, family concerns, or disruption of communications and transportation systems.

Medical and health care facilities that remain in operation and have the necessary utilities and staff will probably be overwhelmed by citizens who are at very low or no risk for infection, ambulatory patients, and seriously injured victims who are transported to such facilities in the immediate aftermath of the occurrence. In the face of massive increases in demand and the damage sustained, medical supplies (including pharmaceuticals) and equipment will probably be in short supply. (Most health care facilities usually stock only a small inventory of medical supplies to meet their normal short-term patient needs.) Disruptions in local communications and transportation systems could also prevent timely re-supply of these items. Many who did not sustain injuries as a result of the emergency or disaster will place a secondary demand on local medical resources for critical daily medications, such as insulin and anti-hypertension drugs, which may be in short supply due to damage/destruction of local distribution points and transportation routes.

## 2.2. Assumptions

- 2.2.1. Early detection, identification, and containment of an infectious disease outbreak will greatly reduce the spread of that disease.
- 2.2.2. A well-maintained surveillance regimen and the exercise of proper infection control protocols at hospitals will reduce the likelihood of nosocomial spread of contagious diseases.
- 2.2.3. Unmanaged accumulation of debris, consumption of contaminated food or water, damage to chemical or other industrial facilities and inadequate disposal of sewage will result in toxic environmental and health hazards. These hazards will create a secondary public health-related emergency if not addressed soon after the onset of the primary emergency/disaster.
- 2.2.4. A potential, imminent, or actual biological, chemical, or radiological terrorist attack will overwhelm local emergency response systems and deplete local resources.
- 2.2.5. State and/or federal public health providers will provide consultation assistance to local jurisdictions during a biological, chemical, or radiological incident.
- 2.2.6. Public health service providers will issue public education materials before, during, and after the onset of an emergency or disaster to facilitate a better understanding of the potential and existing health hazards associated with an emergency or disaster.
- 2.2.7. During and after an emergency/disaster, local public health agencies will prevent/minimize the outbreak of disease and the spread of vectors associated with the emergency/disaster by monitoring 1) public health functions, and 2) actions taken to control environmental factors related to public health.

- 2.2.8. Each local public health agency will have one or more qualified health professionals who can be reached at all times through a cell/pager or other reliable messaging system.
- 2.2.9. Employers will ensure that all health care providers, government personnel, and first responders at risk of exposure to infectious diseases receive appropriate routine immunizations when assigned to respond to a public health emergency or disaster.
- 2.2.10. Most communities do not have the capability to deal with a public health emergency or disaster. When local resources are overwhelmed, state agencies will provide or coordinate basic response actions.
- 2.2.11. The Department of Public Health (IDPH) should receive initial notification from the local public health agency regarding a public health or medical emergency.
- 2.2.12. Initial incident assessment and management will be coordinated by the State Public Health Department in collaboration with the County Public Health of the affected jurisdiction.
- 2.2.13. Each county should have a Health and Medical Plan. This may be an annex to the countywide multi-hazard plan or a stand-alone plan.
- 2.2.14. For other than routine emergencies and small magnitude disasters, initial quantities of resources within the affected area(s) will most likely be inadequate to treat all those requiring medical attention, either at the scene or in local hospitals.
- 2.2.15. Medical evacuation of excess casualties to the nearest metropolitan area with sufficient quantities of hospital beds may be necessary in major disasters.
- 2.2.16. Emergency response personnel may experience emotional distress brought on by the extreme conditions associated with an emergency or disaster, creating a need for specialized counseling services and potentially affecting their ability to continue functioning in their professional capacity.

### 2.3. Policies

- 2.3.1. If available, state resources will be provided when local medical capabilities are overwhelmed. Technical assistance will be provided upon request.
- 2.3.2. Disaster medical services will be provided based on need and without regard to race, color, religion, national origin, age, sex, marital status, gender identity, sexual orientation, or mental or physical disability.
- 2.3.3. The state will provide the use of available resources to support a public health emergency/disaster when a determination has been made that local and county resources are overwhelmed.
- 2.3.4. During and after a public health emergency or disaster, the Department of Public Health will remain informed about the outbreak of disease and the spread of vectors associated with the disease by monitoring local:
  - Public health functions;

- Actions taken to control environmental factors related to public health;
  - Vaccination and treatment activities.
- 2.3.5. The use of state personnel and other resources to support emergency/disaster-related public health activities will occur after a determination has been made that local resources, to include local mutual aid resources, are inadequate to meet local needs.
- 2.3.6. Once the use of state personnel and resources has been authorized, IDPH will use every means available to prevent the transmission of infectious disease and, should an outbreak occur, will implement effective control and eradication measures and an aggressive treatment program.

### 3. Concept of Operations

#### 3.1. General

Doctors, nurses, EMS workers, and other medical specialists and professionals involved in emergency/disaster response will carry out their individual responsibilities in accordance with the standard operating procedures and professional standards of their respective organizations. With respect to overarching interdisciplinary and interagency coordination, the above-mentioned medical professionals/specialists will be aware of and will adhere to the multi-agency, multi-hazard response framework described in this plan.

#### 3.2. Organization

The State Emergency Operations Center (SEOC) may be fully activated, partially activated, or not activated when this function is activated.

#### 3.3. Interface Coordination

##### 3.3.1. Local

County public health agencies and related local emergency response services will provide public health services to a local area

##### 3.3.2. Regional

##### 3.3.3. Federal

This Public Health and Medical Services Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #8, Public Health and Medical Services.

##### 3.3.4. Non-Government

The Department of Public Health, EMS Bureau, will support and work closely with Iowa's EMS system to optimize the effectiveness of EMS providers during an emergency / disaster response. Likewise, other components of the Department of Public Health (IDPH), as well as other state agencies involved in providing or supporting

emergency/disaster-related medical services, will work collaboratively with the network of medical professionals and associations that collectively form the state's emergency medical capability.

#### **4. Responsibilities**

##### **4.1. Primary Agency – Iowa Department of Public Health**

- 4.1.1. Collect data from hospitals and other health care facilities in affected areas with regard to operational status, immediate needs, bed availability, etc. and provide as requested to the SEOC, if activated, or otherwise to HSEMD.
- 4.1.2. Coordinate communication between public health, medical facilities, and local EMS systems during an emergency or disaster.
- 4.1.3. Coordinate public relations and/or media requests through the department's public information officer (PIO) and the PIO at the SEOC.
- 4.1.4. When requested mobilize and deploy Iowa Critical Incident Stress Management (CISM) teams to affected areas. Such a request may be made directly to a team or via the Iowa CISM Network.
- 4.1.5. Assign a primary and alternate individual to act as the EMS Coordinator at the SEOC. This may be on 24-hour basis if requested by HSEMD.
- 4.1.6. Based on data collected from local public health agencies, assess needs of health care facilities including shortages of doctors, nurses, lab technicians, etc., and coordinate deployment of personnel from unaffected areas to shortage areas.
- 4.1.7. Coordinate the establishment temporary emergency medical care facilities, when needed, to be run and staffed by available qualified personnel from the state's medical system, for the purpose of alleviating existing and projected shortfalls in hospital capacity during an emergency or disaster that is accompanied by a large number of ill or injured people.
- 4.1.8. Coordinate additional EMS supplies in affected areas and coordinate with the Resource Management function and the Logistics function for the procurement and transportation of those supplies.
- 4.1.9. Coordinate with the Bureau of EMS office when emergency medical resources need to be transferred to areas overwhelmed by the consequences of an emergency or disaster.
- 4.1.10. Deploy IDPH EMS Coordinator(s) to the local incident command or local EOC to assist with and expedite requests for DPH resources when a request is made by the incident commander or unified command group to the SEOC, to the department director, or to the director's designee, or when the department deems such a deployment to be prudent.
- 4.1.11. Deploy or place on standby Disaster Medical Assistance Team (DMATs), Environmental Health Response Teams (EHRTs), or Epidemiology Response Teams (EpiRTs).
- 4.1.12. Consider the need for state or federal National Guard involvement in affected areas and, in coordination with HSEMD, request assistance if required.

- 4.1.13. Ensure that regulatory and professional standards set for the EMS system are maintained under emergency/disaster conditions.
- 4.1.14. Follow EMAC procedures to waive state licensing requirements, thereby allowing Emergency Medical Technicians (EMTs) and paramedics from surrounding states to perform emergency medical treatment in Iowa during emergency/disaster operations.
- 4.1.15. Implement policies, procedures, and guidelines developed for operation of the EMS system during emergencies and disasters, including casualty collection points, medical evacuation, staging areas, and assist with the deployment of nurses and physicians from unaffected areas of the state.
- 4.1.16. Respond to requests from affected communities for assistance with EMS operations as appropriate.
- 4.1.17. Share information with local incident command concerning the number of EMS units available in unaffected areas.
- 4.1.18. Through the Governor's Office, and in coordination with the SEOC/HSEMD, submit requests to the Surgeon General's Office for activation of the National Disaster Medical System (NDMS). When such a request occurs, inform the regional offices of the Federal Emergency Management Agency (FEMA) and the US Department of Health and Human Services (HHS).
- 4.1.19. Under authority from the Center for Disease Control (CDC), request activation of the National Strategic Stockpile (SNS) program. The SNS is a national repository of antibiotics, chemical antidotes, antitoxins, life-support medications, IV administration and airway maintenance supplies, and medical/surgical items. The SNS Program is designed to supplement and re-supply state and local public health agencies in the event of a medical emergency incident anywhere within the United States
- 4.1.20. Designate the EMS Bureau Chief, or a designee, to serve as a liaison between the state's EMS system and the NDMS network, when it is activated.
- 4.1.21. Work with local agencies to develop action-plans that optimize distribution of evacuated victims to the appropriate medical facilities during emergencies/disasters, based on the capabilities and space availability at those facilities and the medical needs of each victim.
- 4.1.22. Work with local agencies to monitor emergency medical priorities during emergencies/disasters and propose resource allocations, in conjunction with the resource management function.
- 4.1.23. Work with local incident command to collect and maintain injury and fatality figures and provide them to the SEOC.
- 4.1.24. Assist in the coordination of University Hygienic Laboratory analytical services to support public health requirements as requested.
- 4.1.25. Assist local public health officials with the management of immunizations, quarantines, and distribution of prophylaxis, including identifying and setting up a prophylaxis distribution center if needed.



- 4.1.26. Assume a primary role in state government's response to an incident involving the release of radioactive materials. This is accomplished via the Department's Bureau of Radiological Health.
- 4.1.27. Coordinate the provision of vaccinations, oral prophylaxis, and personal protective equipment, as available and appropriate, to state government personnel at risk of exposure to infectious diseases when such exposure may occur due to job duties assigned in response to a public health emergency or disaster.
- 4.1.28. Coordinate the survey and assessment of the public health situation in areas affected by an emergency or disaster, and report the results to the SEOC, if activated, or otherwise directly to HSEMD. Provide information concerning potential health problems in affected areas to the SEOC, if activated, or otherwise directly to HSEMD, so other functions may take measures to protect any personnel that they are to be deployed to the affected areas.
- 4.1.29. Implement measures to track emergency personnel exposed to dangerous or hazardous materials/environments and take all necessary actions to protect the health and safety of these individuals as well as members of the general public with whom they may come into contact.
- 4.1.30. Keep the Centers for Disease Control and Prevention (CDC) apprised of emergency/disaster-related testing activities and results, as appropriate.
- 4.1.31. Monitor emergency/disaster situations for health-related problems.
- 4.1.32. Monitor public health functions and actions taken to control environmental factors related to public health to prevent/minimize the impact to human health.
- 4.1.33. Once a public health emergency/disaster has been identified, determine any secondary consequences that are likely to occur and relay this information immediately to the SEOC, if activated, or otherwise directly to HSEMD.
- 4.1.34. Provide guidance and consultation for monitoring conditions at shelters and recommend, assist with, or perform preventative health measures when necessary.
- 4.1.35. Provide primary direction and coordination for requesting, receiving, repackaging, distributing, tracking, and monitoring the assets of the SNS program.
- 4.1.36. Provide technical assistance or consultation on public health surveillance, detection, diagnosis, assessment, exposure monitoring, decontamination, and prevention/protection measures in response to an actual or potential threat to human health in order to prevent the spread of diseases, toxins, hazardous chemicals, and/or radiation and minimize the severity of their effects. (Such conditions include: biological, chemical, radiological, or natural disasters, dead animal disposal, etc.)
- 4.1.37. Set and communicate health and medical priorities in areas affected by emergencies/disasters and take steps to address developing risks and/or concerns (for example, through deploying personnel to implement vaccination programs, issuing public education materials or information, etc.).
- 4.1.38. Through the state public information function, and in coordination with other appropriate state or federal agencies, prepare information for distribution to the general public regarding potential or actual public health risks in a timely manner and provide

appropriate emergency notifications as well as other public health-related emergency/disaster information.

#### **4.2. Non-Governmental Support Agency - American Red Cross**

- 4.2.1. Implement blood collection and distribution procedures as necessary.
- 4.2.2. Implement call-up of ARC volunteer nurses and allied medical professionals if or requested by HSEMD.
- 4.2.3. Provide statistics to the SEOC, if activated, or otherwise to HSEMD, including the number of people treated, the number and location of ARC personnel deployed, quantities of blood and other resources used and/or still needed, etc.

#### **4.3. Support Agency - University Hygienic Laboratories (UHL)**

- 4.3.1. Through the University of Iowa Hygienic Laboratory, conduct chemical, microbiological or radiological analyses on specimens from patients or the environment, and provide interpretation of the results to the requesting medical professionals/specialists.
- 4.3.2. As the state's designated bioterrorism laboratory, the University of Iowa Hygienic Laboratory will conduct biological tests used for decision-making purposes. Note that rapid hand-held "smart tickets" are not to be used as a primary decision-making criterion.
- 4.3.3. Confirm or dispute the results of rapid chemical monitors used on-site. Identification of a chemical agent by these devices may not mean that the agent is present at a level that is hazardous.
- 4.3.4. Keep the Center for Disease Control apprised of emergency/disaster-related testing activities and results, as appropriate.
- 4.3.5. Provide testing to identify the agent(s) present that may be a threat to public health or the environment.

#### **4.4. Support Agency - University of Iowa Hospitals and Clinics (UIHC)**

Through the University of Iowa Hospitals and Clinics, provided medical services, including Nursing and Pharmacy units.

#### **4.5. Support Agency - Department of Administrative Services (General Services Enterprise)**

At the direction of IDPH, and in accordance with that Department's specifications, identify and acquire for immediate use facilities for providing temporary emergency medical care. These facilities may range from those with limited medical care capabilities, such as nursing homes, to others with only beds and running water, such as hotels.

#### **4.6. Support Agency - Iowa Homeland Security and Emergency Management Division**

- 4.6.1. Activate the SEOC as needed or requested.
- 4.6.2. Coordinate requests for federal level assistance from agencies such as the Federal Bureau of Investigation (FBI); Federal Emergency Management Agency (FEMA).

- 4.6.3. Coordinate requests for receipt and distribution of state resources in response to a Public Health emergency incident. These resources include transportation, facilities, supplies, equipment, and personnel. HSEMD will coordinate these activities in accordance with the Resource Management function.
- 4.6.4. If notified first, notify IDPH of any public health emergency situation(s) within the state.
- 4.6.5. Monitor to ensure that public relations activities and/or media requests are handled in accordance with the public information function.
- 4.6.6. Notify appropriate state agencies of a public health emergency situation through established communications channels.
- 4.6.7. Assist with the identification of alternate communications systems to support EMS operations when requested by IDPH.
- 4.6.8. Implement emergency medical evacuation operations if necessary, and provide information to Department of Public Safety, the Department of Public Defense - Iowa National Guard, and other state agencies when needed, on coordination requirements, transportation needs, etc.
- 4.6.9. Submit requests to the American Red Cross (ARC) to obtain additional medical resources for affected areas before shortages occur (blood collection, volunteer nurses, and allied medical professionals).
- 4.6.10. Provide or coordinate support services and obtain resources needed to perform the public-health-related emergency/disaster response activities identified by IDPH.
- 4.6.11. Provide State agencies that are deploying personnel to affected areas with information obtained from state and/or local public health agencies regarding any health risks associated with entering these areas, including information about recommended/required personal protective equipment.

**4.7. Support Agency - Iowa National Guard**

- 4.7.1. Provide support (personnel, equipment, and communication capabilities) to assist in public health emergency or disaster -related operations.
- 4.7.2. As appropriate, provide Unit Commander Liaisons of tasked units to report to the affected county emergency management coordinator to assist with local coordination of Department of Public Defense - Iowa National Guard support.
- 4.7.3. Develop action plans for deploying military field hospitals and associated facilities when needed to support emergency operations.

**4.8. Support Agency - Iowa Department of Human Services**

- 4.8.1. Coordinate mass care disaster services for those affected by emergency/disaster incidents with the support of the American Red Cross (ARC). The Central Iowa ARC Chapter is the lead chapter for the State of Iowa in coordinating ARC services.
- 4.8.2. Coordinate mental health services using all mental health personnel and other resources available at the time of the emergency or disaster. Those resources may include, but are

not limited to the American Red Cross, Department of Public Health (Critical Incident Stress Management Teams), and other mental health providers.

**4.9. Support Agency - Iowa Department of Inspections and Appeals**

- 4.9.1. Implement procedures for temporarily waiving permit-compliance requirements under the department's jurisdiction, if such action is warranted by an emergency/disaster situation.
- 4.9.2. Inform food processing and warehousing facilities of practices that minimize emergency/disaster-related health risks and periodically monitor these facilities to ensure correct implementation of these practices.
- 4.9.3. Prevent the use of food products made unsafe as a result of emergency/disaster consequences and oversee the destruction of these products.
- 4.9.4. Provide emergency/disaster-related technical and inspection assistance regarding the safety of water, food, and licensed food establishments (e.g., restaurants, grocery stores, food processing plants, and food warehouses).

**4.10. Support Agency - Iowa Department of Natural Resources**

- 4.10.1. Assist local communities with assessing damage and associated problems affecting potable water treatment, distribution, and storage systems.
- 4.10.2. Following an airborne or waterborne release of one or more hazardous substances, assist IDPH with determining appropriate protective actions for the public and emergency workers.
- 4.10.3. Implement procedures for temporarily waiving permit-compliance requirements under the department's jurisdiction, if an emergency or disaster warrants such action.
- 4.10.4. Provide technical assistance to local jurisdictions regarding reconstitution of water treatment, distribution, and storage systems.
- 4.10.5. Support and monitor the disposal of emergency/disaster-related debris and other landfill materials to preserve public health.

**4.11. Support Agency - Iowa Department of Transportation**

- 4.11.1. Coordinate the emergency/disaster situation with the National Traffic Safety Board U.S. DOT, as needed or requested.
- 4.11.2. Provide logistical and law enforcement support of emergency/disaster-related public health activities, including implementation of the SNS program, when other state and local resources have become exhausted, or at the direction of the Governor, the Director of the Department of Public Defense, or the HSEMD Administrator.

**4.12. Support Agency - Iowa Department of Public Safety**

- 4.12.1. Assist local and federal (e.g., FBI, FAA, NTSB, etc.) agencies, as needed or requested, with crime scene investigation, site security and containment, traffic control, and other law enforcement responsibilities associated with a mass fatalities incident response.

- 4.12.2. Through the Division of Criminal Investigation (DCI), gather information regarding suspected victims such as payroll records, employee time sheets, airline records, etc. and maintain a database of suspected victims. This database will be used to account for the survivors as well as assist in identifying the deceased. Such information will be shared with other agencies as needed.
- 4.12.3. Respond to requests from EMS units for assistance with traffic control, security of personnel, etc.
- 4.12.4. Respond to requests from EMS units or IDPH for assistance with the identification of surviving victims using the department's forensic laboratory capabilities.
- 4.12.5. Provide law enforcement support of emergency/disaster-related public health activities, including implementation of the SNS program, when local resources have become exhausted, or at the direction of the Governor or the Commissioner of the Department of Public Safety.

**4.13. Support Agency - Iowa Workforce Development**

Oversee workplace safety in a Public Health Emergency or Disaster incident.

**4.14. Support Agency - Iowa State University Extension Office**

Develop, produce, and update disaster recovery related information.

**Search and Rescue**  
 Emergency Support Function 9

<b>Primary Agency</b>	Iowa Department of Public Safety
<b>Support Agency</b>	Iowa Department of Natural Resources
	Iowa Department of Public Health
	Iowa Homeland Security and Emergency Management
	Iowa National Guard
	Iowa Department of Transportation
	Iowa Lottery
	Iowa Civil Air Patrol

<b>Functional Interdependencies</b>	Public Works and Engineering – ESF 3
	Emergency Management – ESF 5
	Public Health and Medical Services – ESF 8
	Public Safety and Security – ESF 13

## **1. Introduction**

### **1.1. Purpose**

To provide state assistance and to coordinate the assistance of non-state governmental organizations in support of local governments engaged in urban and non-urban search and rescue activities.

### **1.2. Scope**

This function pertains to the following search and rescue activities:

- 1.2.1. Search and rescue operations following incidents involving a catastrophic structural collapse caused, (for example, as caused by earthquakes, explosions, or tornadoes).
- 1.2.2. Searching for missing or lost persons.
- 1.2.3. Dragging of lakes, ponds, etc., in search of lost/missing persons.
- 1.2.4. Searching for downed aircraft.
- 1.2.5. Searching for escaped prisoners/detainees.
- 1.2.6. Rescuing persons from environments made hazardous by chemical, biological, or radiological agents.
- 1.2.7. Rescuing persons trapped as a result of transportation incidents.
- 1.2.8. Recovering human remains.

### **1.3. Authorities**

- 1.3.1 Iowa Code - Chapter 29C – Emergency Management
- 1.3.2 Iowa Administrative Code - Chapter 605 – Emergency Management

## **2. Planning Considerations**

### **2.1. Situation**

- 2.1.1. Many types of emergencies and disasters, especially tornadoes, windstorms, earthquakes, and explosions, can cause the collapse of buildings and other structures, necessitating the attempt to locate and extricate trapped victims and/or human remains.
- 2.1.2. Each year, children and others wander off into unfamiliar areas and become lost, disoriented, stranded or trapped, creating a need for a systematic, rapidly mobilized search and rescue capability.
- 2.1.3. The U. S. Air Force, through the Air Force Rescue Coordination Center, Langley Air Force Base, monitors the activation of Emergency Location Transmitters (ELTs) from downed aircraft. The Civil Air Patrol transmits information about ELT activations in the State of Iowa to the Homeland Security and Emergency Management Division (HSEMD), along with the status of any associated missions.

### **2.2. Assumptions**

- 2.2.1. Destructive natural or human-caused events often require urban search and rescue capabilities, and in particular confined space and/or collapsed structure specializations.
- 2.2.2. Each county, and many cities, will operate a local rescue squad.
- 2.2.3. Local rescue capabilities may not be sufficient to handle all situations that are encountered.
- 2.2.4. Fire, police, and Emergency Medical Services will coordinate activities with the Search and Rescue providers.
- 2.2.5. Situations will occur that require specialized rescue units for the location and/or extrication of victims.
- 2.2.6. Prisoners and other detainees often flee their holding facilities and may pose a threat to nearby communities.
- 2.2.7. Major transportation accidents (air, roadway, or rail) often require the physical extrication of trapped victims.
- 2.2.8. Certain Search and Rescue operations, such as those involving a collapsed structure, will require close coordination with personnel carrying out mass fatalities activities.

### **2.3. Policies**

- 2.3.1. State-owned and state-coordinated resources will be provided to assist local governments with search and/or rescue operations upon request once it has been determined that local capabilities are insufficient to meet the demands of the situation.
- 2.3.2. Rescuing and caring for the living is the paramount goal of search and rescue operations. Once this has been accomplished, all reasonable steps will be taken to recover human remains from disaster/emergency incident sites. The safety of emergency workers will not be jeopardized to retrieve remains.

## **3. Concept of Operations**

### **3.1. General**

In a situation requiring search and rescue capabilities, the local incident commander will conduct the initial situation assessment, provide scene management, and determine resource needs.

When local resources are insufficient to meet operational needs, the affected jurisdiction will augment its capabilities by requesting assistance in accordance with established mutual aid agreements. State law enforcement personnel may be requested directly by local law enforcement. All other requests for state resources and other assistance will be transmitted from the local emergency management agency to HSEMD.

If appropriate, HSEMD will then request/coordinate assistance from other state agencies, non state organizations, and, when warranted, from other states (under the Emergency Management Assistance Compact, EMAC) or from the federal government.

### **3.2. Organization**



If needed, the State Emergency Operations Center (SEOC) will be activated to coordinate state-level operations. A State Forward Command Post may be activated if necessary to assist with on-scene activities.

### 3.3. Interface Coordination

#### 3.3.1. Local

Local authorities will initiate a Search and Rescue operation. When local capabilities are overwhelmed, local authorities may request state resources. When such a request is made, state government activities and use of state government resources will be conducted as set forth in this function.

#### 3.3.2. Regional

Iowa Task Force 1 (IA-TF1) is a *multi-discipline* team and is capable of responding to man made and natural disasters involving structural collapse and confined space incidents where rescue or recoveries are needed. The team is made up of Search Specialists, Rescue Specialists, Medical Specialists, Hazardous Materials Technicians, Communication Specialists, Safety Officer Specialists, Logistics, Liaison and Support personnel. The mission of IA-TF1 is to provide the citizens of Iowa with a highly trained and well equipped USAR team to be used for statewide emergencies.

#### 3.3.3. Federal

The Search and Rescue Annex corresponds to Federal Emergency Support Function #9, Urban Search and Rescue. The Air Force National Security Emergency Preparedness (AFNSEP) Domestic Support Operations Division (DSO) oversees, assists commanders in implementing the Air Force's National Security Emergency Preparedness Program's Domestic Support Operations. The overall purpose of these programs is to provide sufficient capabilities at all levels of the Air Force in an all-hazards environment to meet essential defense and civilian needs during any national security emergency. This includes approving/coordinating Air Force auxiliary activities of the Civil Air Patrol.

#### 3.3.4. Non-Government

- Civil Air Patrol

The Iowa Wing on the Civil Air Patrol (CAP) is an auxiliary of the US Air Force. The CAP can provide for air and ground search missions, and are tasked by Air Force Rescue Coordination Center at Langley Air Force Base. The CAP can also provide disaster relief, including damage assessment, communications, critical transport, and relief manpower during natural disasters and are tasked through the Air Force National Security Emergency Preparedness Agency.

- Canine Units

There are a number of canine handling units with Search and Rescue SAR capabilities in Iowa. Local jurisdictions may contact these units as needed. State of Iowa use of canine units will be requested and coordinated by HSEMD.

- STAR 1 Team

STAR 1 Search and Rescue is a professional volunteer multi-discipline search and rescue team. The Star 1 team provides local technical rescue services as well as statewide search resources including search management, search technicians and K9 teams. The STAR 1 deploys through Story County's Emergency Management Agency.

#### **4. Responsibilities**

##### **4.1. Primary Agency – Iowa Department of Public Safety**

- 4.1.1. Provide law enforcement personnel support to local search and rescue activities. Note that DPS personnel do not have the training or equipment to directly participate in urban (i.e., collapsed structure) search and rescue activities.
- 4.1.2. Provide security and traffic control activities around search and rescue areas.
- 4.1.3. Deploy State Patrol canine units for tracking.
- 4.1.4. Deploy aircraft and personnel for limited missions in support of search and rescue activities, to the extent that aircraft and pilots are available for this purpose.

##### **4.2. Support Agency - Iowa Homeland Security and Emergency Management Division**

- 4.2.1. Determine and record information concerning the extent and nature of the SAR resource requirements.
- 4.2.2. Track and record information concerning number of trapped and/or injured and/or presumed deceased, and types of operations in progress.
- 4.2.3. Maintain a tracking system for rescue resources used during the emergency.
- 4.2.4. Contact and coordinate the use of canine handlers in support of search and rescue operations.
- 4.2.5. Request activation of the Civil Air Patrol through Air Force Rescue Coordination Center

##### **4.3. Support Agency - Iowa Department of Natural Resources**

- 4.3.1. Provide law enforcement personnel support to local search and rescue activities. Note that DNR personnel do not have the training or equipment to directly participate in urban (i.e., collapsed structure) search and rescue activities.
- 4.3.2. Provide GIS and GPS capabilities in support of search and rescue operations.
- 4.3.3. Coordinate search and rescue activities on state waterways as requested by HSEMD.
- 4.3.4. Coordinate search and rescue activities within state parks and forests.

**4.4. Support Agency - Iowa Department of Public Health**

- 4.4.1. Coordinate the mobilization and deployment of EMS agencies from outside of the affected jurisdiction to supplement local EMS capabilities, when necessary to meet emergency medical needs at larger-magnitude search and rescue operations.
- 4.4.2. Coordinate the mobilization and deployment of additional personnel (medical Professional) resources if needed (e.g. physicians, nurses, paramedics, etc.) through IA-DMATs (Disaster Medical Assistance Teams) or by call-up.
- 4.4.3. When search and rescue operations also involve recovering human remains, coordinate with these operations with the Mass Fatalities Incident Response function.

**4.5. Support Agency - Iowa National Guard**

- 4.5.1. Deploy helicopters or other aircraft to assist with state and local search units as requested through HSEMD.
- 4.5.2. Deploy personnel and equipment in support of rescue activities as requested through HSEMD.

**4.6. Support Agency - Civil Air Patrol**

Deploy aircraft and personnel for missions in support of Search and Rescue activities, as requested by HSEMD through the Air Force Rescue Coordination Center.

**4.7. Support Agency - Iowa Department Of Corrections**

Coordinate the search for escaped prison inmates as needed.

**Oil and Hazardous Materials Response**  
Emergency Support Function 10

<b>Primary Agency</b>	Iowa Department of Natural Resources
<b>Support Agency</b>	Iowa Department of Public Safety
	Iowa Department of Transportation
	Iowa Department of Public Health
	Iowa Department of Agriculture and Land Stewardship
	Iowa Homeland Security and Emergency Management
	Iowa National Guard – 71 <sup>st</sup> Civil Support Team
	Iowa Board of Regents – UHL
	Iowa Department of Commerce

<b>Functional Interdependencies</b>	Transportation – ESF 1
	Communications – ESF 2
	Public Works and Engineering – ESF 3
	Emergency Management – ESF 5
	Logistics Management / Resource Support – ESF 6
	Public Health and Medical Services – ESF 8
	Public Safety and Security – ESF 13
	External Affairs – ESF 15

## 1. Introduction

### 1.1. Purpose

To prevent, abate, and control the exposure of the citizens of the state to hazardous conditions.

### 1.2. Scope

The primary focus of this function is to accomplish the following objectives in the event of a hazardous materials incident:

- 1.2.1. Identify other state and federal resources required to support containment and mitigation of a hazardous materials release.
- 1.2.2. Determine the appropriate method for responding to a hazardous materials incident.
- 1.2.3. Conduct air modeling and make recommendations to local officials regarding evacuations or sheltering in place when citizens are exposed to airborne hazardous materials.
- 1.2.4. Determine the appropriate mitigation activities, in consultation with local officials, regional hazmat teams, and the responsible party.
- 1.2.5. Determine the appropriate environmental cleanup levels following a hazardous materials incident.
- 1.2.6. Determine when cleanup actions are complete and may cease.
- 1.2.7. Determine which private contractors and state agencies are qualified to respond to a hazardous materials incident with consultation from Iowa Workforce Development, Division of Labor when appropriate.
- 1.2.8. Notify and coordinate with affected adjacent state counterparts, as appropriate.

### 1.3. Authorities

- 1.3.1. Iowa Code – Chapter 29C – Emergency Management  
Chapter 455B.381-382.
- 1.3.2. Iowa Administrative Code – Chapter 605 – Emergency Management
- 1.3.3. Other Authorities
  - Solid Waste Disposal Act as amended by the Resource Conservation and Recovery Act of 1976.
  - Sections 307 and 311 of the federal Water Pollution Control Act as amended to January 1, 1977.
  - Hazardous Materials Transportation Act (49CFR &172.101) [567 IAC 131].
  - 29CFR 1910.120

## 2. Planning Considerations

## 2.1. Situation

Some hazardous material incidents are of such great magnitude that local officials/resources are immediately or rapidly overwhelmed. There are a number of state and federal agencies that will have a legitimate interest in responding to the site and/or a need to keep apprised of events at the site. It is very important that channels of communication are established early in an incident and that responding agencies are integrated into the overall response effort in the field.

## 2.2. Assumptions

- 2.2.1. Hazardous materials are present at fixed locations in communities, as well as in transit on transportation routes, throughout the country. The majority of these substances are stored, transported, and used without incident.
- 2.2.2. Approximately 800 hazardous materials incidents are reported each year in Iowa. The majority of incidents are handled by local officials with the assistance of the Department of Natural Resources (DNR) and Department of Transportation (DOT) as needed. Few incidents are of a magnitude to require activation of the SEOC.
- 2.2.3. Hazardous materials incidents are inherently more complicated than many other types of emergency situations. Incidents may occur along transportation routes or at fixed facilities, and may be aggravated by weather conditions or the terrain. At times, precise identification of the material involved in the incident may be difficult.
- 2.2.4. State resources will be used when local resources become overwhelmed or are not available.
- 2.2.5. Local communities, operating under a valid contract, may request a regional HAZMAT team to respond to a hazardous materials incident.
- 2.2.6. First responders will be trained in hazardous materials response, in accordance with 29CFR 1910.120 paragraph "q."
- 2.2.7. The Incident Command System (ICS), Unified Command (UC), or an equivalent scene management system will be utilized at a hazardous materials incident, in accordance with 29CFR 1910.120.
- 2.2.8. The incident commander shall be the senior local official on site at the incident, or other official as described by the local emergency response plan.
- 2.2.9. Local, state, and federal agencies shall integrate into an ICS/UC when an incident is of sufficient size, scope, and complexity to warrant such an action.

## 2.3. Policies

Under most circumstances, DNR is the lead agency for hazardous materials incidents.  
Exceptions:

- 2.3.1. The Department of Public Health (DPH) is state government's lead agency for radiological and biological incidents, and also has responsibility/authority for protecting public during the response to incidents involving all other hazardous materials;

- 2.3.2. The state's response to hazardous materials incidents in which terrorism is suspected shall be coordinated by the Homeland Security and Emergency Management Division (HSEMD) for "consequence management" activities and by the Department of Public Safety (DPS) for "crisis management".

### 3. Concept of Operations

#### 3.1. General

DNR is the lead agency for hazardous materials incidents. Other agencies will provide staff at the State Emergency Operations Center (SEOC), when activated, to support activities leading to mitigation of an incident. This support will be provided at the SEOC, when activated, and in the field.

#### 3.2. Organization

If needed the State Emergency Operations Center will be activated to coordinate a state level response.

#### 3.3. Interface Coordination

##### 3.3.1. Local

Timely warning and accurate public information about a hazardous materials incident are extremely important due to the inherent complexity of these incidents. State government should immediately work with local officials to identify additional resources and personnel (versed in hazardous materials incidents) needed at the incident in order to support the public information function.

##### 3.3.2. Regional

The State of Iowa has twenty (20) certified county and local hazardous materials teams. These teams have various jurisdictional boundaries.

##### 3.3.3. Federal

This Oil and Hazardous Materials Response Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #10, Oil and Hazardous Materials Response. DNR will coordinate with the US Environmental Protection Agency (EPA), the Coast Guard, and the Federal Emergency Management Agency, as necessary.

##### 3.3.4. Non-Government

Industry trade groups and associations, responsible parties, and private contractors are often called upon to provide technical assistance and/or cleanup services.

##### 3.3.5. Special Teams

Within the State of Iowa, there are eight (8) National Incident Management System (NIMS) – Type 2 Bomb Squads to provide statewide coverage in the event of explosive device/detonation with hazardous materials. These teams are trained at the Hazardous Materials Technician Level

#### **4. Responsibilities**

##### **4.1. Primary Agency – Iowa Department of Natural Resources**

- 4.1.1. Conduct investigations, collect samples and gather evidence within the confines of employee safety procedures to assist in evaluation or response to a hazardous materials incident.
- 4.1.2. Determine actual or potential contamination of public water supplies.
- 4.1.3. Identify the responsible party in a hazardous materials spill/release, and establish civil and/or criminal liabilities and responsibilities related to and appropriate for the incident.
- 4.1.4. Provide technical advice concerning the potential impact of a hazardous materials incident on the environment, fish and wildlife resources, and public health (in conjunction with DPH) and safety (in conjunction with HSEMD and DPS), including the potential impacts and expected duration of the incident.
- 4.1.5. Provide technical advice regarding disposal of solid, liquid and hazardous waste generated during an incident.
- 4.1.6. Take action to prevent or minimize contamination of fish and wildlife resources, surface water, groundwater, soil, and the air.
- 4.1.7. Utilize statutory authority to require cleanup, issue emergency orders, and, when necessary, identify funding available for cleanup activities (see Iowa Emergency Recovery Plan for more information on activities to be performed once the incident has been stabilized).

##### **4.2. Support Agency - Iowa Department of Transportation**

- 4.2.1. Assist in identification and containment of hazardous materials and restoration of the orderly flow of traffic.
- 4.2.2. Jointly, with the State Patrol and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities or as directed by state officials.
- 4.2.3. Jointly, with the State Patrol and local officials, provide traffic control in support of evacuation and/or relocation activities.
- 4.2.4. Jointly, with the State Patrol and local officials, reroute traffic.
- 4.2.5. Provide containment materials and supplies from DOT garages.
- 4.2.6. Provide technical advice regarding the transportation of hazardous materials.
- 4.2.7. Restore contaminated highways and other transportation facilities.

##### **4.3. Support Agency - Iowa Department of Public Health**

- 4.3.1. Assist in preparation of public information regarding the effects of a hazardous material release on human life, health, and safety.



- 4.3.2. Provide recommendations to local officials, emergency medical services, hospitals and other response personnel regarding the triage and decontamination of contaminated people.
- 4.3.3. Provide state agency leadership and/or the incident commander with technical advice on public health risks created by a hazardous materials incident.
- 4.3.4. Recommend protective actions that may be taken to decrease exposure to, and death or injury from, chemicals/materials of concern.

**4.4. Support Agency - Iowa Department of Public Safety**

- 4.4.1. Investigate hazardous materials incidents with unknown and/or suspicious causes.
- 4.4.2. Take all actions that are necessary and practicable to prevent harm or risk of harm to the public due to a hazardous materials incident, including identifying and preventing public access to hazardous areas.
- 4.4.3. Provide assistance in identification of flammable and combustible material and advice in containment and clean-up operations.
- 4.4.4. Provide technical advice and assistance for handling and disposal of explosives
- 4.4.5. Provide technical advice on flammable or combustible materials involving storage, handling or use
- 4.4.6. State Patrol Communications will provide telecommunications support as requested by the SEOC, in support of the local incident commander and state and federal authorities.
- 4.4.7. Assist local authorities with maintaining law and order.
- 4.4.8. Evaluate and report road conditions to the local incident commander, and to state officials
- 4.4.9. Jointly, with DOT and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities or as directed by state officials
- 4.4.10. Jointly, with DOT and local officials, provide traffic control in support of evacuation and/or relocation;
- 4.4.11. Jointly, with DOT and local officials, reroute traffic

**4.5. Support Agency - University Hygienic Laboratory**

- 4.5.1. Confirm the identity and concentration of any hazardous material detected by portable equipment or a mobile laboratory.
- 4.5.2. Provide technical assistance regarding sample collection and analytical parameters.
- 4.5.3. When necessary, provide expedited analysis and reporting of sample results.

**4.6. Support Agency - Iowa Department of Commerce – Utilities Division- Iowa Utilities Board**

- 4.6.1. Assess the impact of an incident to pipeline service and provide information to HSEMD.
- 4.6.2. Monitor the need for providing temporary or alternate service to the affected area in conjunction with the DNR Energy Bureau.

**4.7. Support Agency - Iowa Homeland Security and Emergency Management Division**

Engage in activities necessary to prevent protect human life, health, and safety against the consequences of a hazardous materials incident.

**4.8. Support Agency - Iowa National Guard**

Provide resources to assist local governments for transportation of personnel, equipment and supplies and assist with distribution equipment and supplies.

**4.9. Support Agency - Civil Support Team**

- 4.9.1. Advise civilian responders regarding appropriate response actions.
- 4.9.2. Assess and provide technical assistance of a suspected nuclear, biological, chemical, or radiological agent in support of a local incident commander.

**4.10. Support Agency - Iowa Department of Agriculture and Land Stewardship**

- 4.10.1. Advise state and local authorities on the regulations pertaining to contaminated grain, feed, seed, soil and animals.
- 4.10.2. Establish quarantines of contaminated food and fodder.
- 4.10.3. Monitor environmental contamination of agricultural properties in conjunction with DNR.
- 4.10.4. Provide support actions such as sampling and testing food, fodder and soil.
- 4.10.5. Provide technical assistance and information to farmers concerning the impact of environmental contamination of agricultural products.
- 4.10.6. Provide technical assistance on fertilizer and pesticide incidents

**Agriculture and Natural Resources**  
 Emergency Support Function 11

<b>Primary Agencies</b>	Iowa Department of Agriculture and Land Stewardship / Iowa Department of Inspections and Appeals
<b>Support Agency</b>	Iowa Homeland Security and Emergency Management
	Iowa Department of Public Health
	Iowa Department of Natural Resources
	Iowa Department of Transportation
	Iowa Department of Public Safety
	Iowa Department of Human Services
	Iowa National Guard
	Iowa Board of Regents: ISU Extension, UHL
	Iowa Attorney General's Office

<b>Functional Interdependencies</b>	Mass Care – ESF 6
	Public Health and Medical Services – ESF 8

## 1. Introduction

### 1.1. Purpose

To provide for coordinated measures and procedures designed to protect from, detect, control and eradicate diseases, contamination, and contagions to animals, plants, and food as quickly as possible within the State of Iowa.

### 1.2. Scope

- 1.2.1 The State of Iowa has a high percentage (over 90%) of this land is used for agricultural purposes. Agricultural related resources, such as livestock, crops, and the food and products that are produced from these resources, are of prime importance to the state.
- 1.2.2 There are estimated to be 32 million head of swine, 4 million head of cattle, 235,000 head of sheep, 55 million commercial layer producing 14.8 billion eggs produced annually, 1 million turkeys, 2,200 dairy cattle production farms, and 150 goat dairy farms. Iowa's agriculture industries are vulnerable and potential targets of disease, either by natural infectious process or biological terrorist attack. Iowa also has a free-ranging animal population in excess of 400,000 deer, substantial populations of pheasants, rabbits, and turkeys, which are also potential targets of disease.
- 1.2.3. Iowa produces approximately 19 percent of the nation's corn for grain and about 16 percent of the nation's soybeans. In addition, many other crops are grown within the state. These crops are all vulnerable and potential targets of disease or contamination, either through natural or deliberate introduction.
- 1.2.4. Iowa agricultural industries are also critical to the state's economy. A major contamination or outbreak of disease could negatively affect the industries and those businesses that depend on them. Export of grains, livestock and livestock products, and food would decrease or be banned. Businesses would fail. Tax revenue generated directly and indirectly would diminish dramatically. If the disease spreads to other states, it could have a devastating impact on the United States' ability to compete in the global marketplace.
- 1.2.5. A major contamination event or outbreak of disease could create environmental and public health hazards to the human population including exposure to hazardous materials and contaminated water supplies, crops, livestock, and food products. There would also be a significant mental health impact.
- 1.2.6. US Interstate Highways 80 and 35 crisscross the state of Iowa. This poses challenges in case of quarantines. Large numbers of people and vehicles, and possibly animals in transit would have to be managed. There are also many feedlots and food processing facilities close to or bordering Iowa's interstates.

### 1.3. Authorities

- 1.3.1. Iowa Code - Chapter 29C – Emergency Management  
Chapter 163 – Infectious and Contagious Diseases Among Animals
- 1.3.2. Iowa Administrative Code – Chapter 605 – Emergency Management  
Chapter 21 – Agriculture and Land Stewardship – Chapters  
61. 64-66

- 1.3.3 Nothing set forth here is intended to interfere with the authority of the Iowa Secretary of Agriculture to quarantine and embargo animals, animal products, animal waste, and agricultural equipment, as provided for in Chapter 163 of Iowa Code, or with any other authority granted to the Secretary in the Code of Iowa. However, with respect to movement restrictions involving people, or any property that is not an animal or an animal product, the State Veterinarian and the Iowa Secretary of Agriculture will work in an advisory capacity to the Governor (or the Governor's designee), who has statutory authority over these areas as provided for in Chapter 29C of Iowa Code.

## 2. Planning Considerations

The Department of Agriculture and Land Stewardship has a newly formed Center for Agriculture Security (CAS) which can respond to emergencies and disasters that affected Iowa's agriculture sector. The center works with livestock and commodity groups to prepare to manage disease and disasters in as efficient manner as possible. This center would play a pivotal role in the emergency response to an agricultural emergency. Coordination will be vital between the State Emergency Operations Center and the Center for Agriculture Security during an agricultural or animal disease emergency.

### 2.1. Situation

- 2.1.1 Any large disaster or emergency may cause substantial suffering to the human and animal populations. With the advent of larger animal production facilities, an ever-increasing pet population and the increased vulnerability to intentional introduction of animal diseases, a coordinated local animal response plan is imperative.
- 2.1.2 The Iowa Department of Agriculture and Land Stewardship is tasked with dealing with infectious animal and plant disease and has the authority to work with local officials and responders to make all necessary rules for suppression and prevention of infectious and contagious diseases among animals and mitigating the spread of plant disease in the state. Depending on the size and nature of the event, the SEOC may be activated to coordinate other state agency and county resources needed to respond, contain and eradicate the disease.
- 2.1.3 Not all animal disease introductions require emergency response functions. Many disease introductions are routinely handled by private practice veterinarians and/or veterinarians employed by the State Veterinarian. Response measures are greatly influenced by the infectivity of the disease, its characteristics of transmission and the actions necessary to contain it. Response functions may be initiated in the event of an introduction of a highly infectious animal disease, foreign animal disease, emerging animal disease, or any other animal disease situations.

### 2.2. Assumptions

- 2.2.1. The identification of animal or plant disease, or food, milk or dairy product contamination within the United States would affect the State of Iowa. This could result in the creation and enforcement of movement controls of people, livestock, plant, food, milk and dairy products, and other property.
- 2.2.2. Positive detection of contamination or disease elsewhere will prompt State officials to employ additional precautions to prevent or mitigate a local occurrence.
- 2.2.3. Numerous local, state and federal agencies will play a role in response to an agricultural event.

- 2.2.4. Trade, professional and marketing organizations/associations may play a role. These associations, and their local and national counterparts, have the ability to communicate rapidly with individual members, providing two-way communication regarding pre-planning through emergency response.
- 2.2.5. Large quantities of crops, rangelands, domestic livestock and wildlife, and food may need to be destroyed or controlled to prevent the spread of contamination or disease after it has been confirmed within the State.
- 2.2.6. Vector control may be necessary. Vector-borne diseases can spread very quickly, necessitating a quick response over a potentially wide area.
- 2.2.7. Immediate quarantine areas may be required where suspect or confirmed cases may have originated, and may require special operational procedures.
- 2.2.8. Eradication of the causative agent will require proper sanitary and disposal procedures for animal carcasses, plant materials and/or food. Suspect infected locations and transport vehicles may need to be cleaned and disinfected. Bio-security guidelines may need to be established.
- 2.2.9. Environmental protection regulations or procedures may need to be temporarily suspended to allow timely and efficient disposal of food, plant materials, euthanized livestock and wildlife.
- 2.2.10 The Iowa Veterinary Rapid Response Team (IVRT) will supply a corps of trained agriculture first responders in case of an emergency. Volunteer veterinarians and other animal health technicians comprise the IVRRT and work under the direction and authority of the state veterinarian to prevent and control foreign animal disease.

## 2.2 **Policies**

- 2.2.1 The preservation of life, health, safety, and to a lesser extent, property of all Iowans remains a priority during all emergency response efforts.
- 2.2.2 IDALS will retain ongoing control and surveillance programs to ensure acceptable health standards for Iowa's animals, and will continue to investigate suspicious diseased reports and determine the risk of Iowa's animals and plants/crops.
- 2.2.3 IDALS and the DNR have primary state government responsibility for agricultural animal health and wildlife health, respectively
- 2.2.4 Iowa's Secretary of Agriculture is responsible for notifying the Governor when Iowa's agricultural activity is at risk due to an infectious disease outbreak.
- 2.2.5 Infectious animal/plant disease response efforts will be managed by a unified command consisting of representatives of the Iowa Department of Agriculture and Land Stewardship, Public Defense, Public Safety, Transportation, and Natural Resources, with oversight from the Governor's Office.
- 2.2.6 The Iowa Department of Public Health will be consulted before undertaking an activity that may have an immediate or long-term effect on human life, health, or safety.

### 3. Concept of Operations

#### 3.1. General

##### 3.1.1. Operational Overview

IDALS currently monitors the disease status of Iowa's animals, crops, and plant life. IDALS will assess the available epidemiological data, provide accurate and timely information regarding the outbreak, and distribute it pre-established lines of communications. Protocols for preventing the spread of disease, and ultimately eradicating it, will be implemented on a case-case basis, as will actions requested of other agencies.

The level of response to an event depends on the extent and severity of that event. While a natural disaster might bring about a short-lived, local response, the introduction of a major food contamination or highly contagious animal disease could initiate a response from multiple sectors in multiple jurisdictions.

#### 3.2. Interface Coordination

##### 3.2.1. Local

##### 3.2.2. Regional

##### 3.2.3. Federal

This Agriculture and Natural Resources Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #11, Agriculture and Natural Resources.

### 4. Responsibilities

#### 4.1. Primary Agency – Iowa Department of Agriculture and Land Stewardship

4.1.1 Take necessary steps to prevent an infectious animal disease disaster from entering Iowa.

4.1.2. Change regulations regarding the movement of animals, animal waste, animal products, and agricultural equipment from areas outside of Iowa.

4.1.3. Provide awareness education for veterinarians, animal owners, agricultural industry groups, agricultural advocacy groups, state agencies, and the general public.

4.1.4 Provide expert opinion to other state agencies.

4.1.5 Provide resources for infectious disease disaster surveillance and detection.

4.1.6. Communicate accurate information regarding a potential or actual infectious animal/plant disease disaster. In particular, the agency will:

- Notify the Governor's Office and the Iowa Homeland Security and Emergency Management Division (HSEMD) when Iowa is at increased risk from an infectious organism capable of causing such a disaster.

- Notify the Governor's Office and HSEMD when either a presumptive positive or a confirmed positive diagnosis of an infectious organism capable of causing such a disaster is made in Iowa.
  - Notify the Governor's Office and HSEMD when it appears likely that state resources will no longer be adequate to provide an adequate response to an animal/plant disease outbreak in Iowa.
  - Activate the Iowa Rapid Veterinary Information Network (IRVIN) to communicate with Iowa veterinarians.
- 4.1.6. Establish a central information collection point to which all animal disease-related surveillance and detection information is sent and from which appropriate parties can obtain information. As part of this process, establish and maintain contact with state agriculture officials in any other affected states to monitor and record the effects of the disease outbreak and the actions being taken to cope with them.
- 4.1.7 Implement required regulations to prevent, control, and recover from an infectious animal disease disaster including, but not limited to, an animal movement permitting system and/or the modification of inspection standards for packing plant operations.
- 4.1.8 Implement pertinent bio-security steps in order to prevent, control, and recover from an infectious animal/plant disease disaster. Bio-security steps may include, but are not limited to:
- Establishing quarantine zones and determining infected contiguous and contact exposed premises;
  - Developing and implementing protocols concerning contact, movement, cleaning/disinfecting, and disease eradication;
  - Removing each of these bio-security steps when it is no longer necessary;
  - When applicable, and in conjunction with the DNR, monitor susceptible wildlife for evidence of disease symptoms through road kills, hunter kills, or other means;
  - When an infectious disease organism that threatens Iowa or is found in Iowa has the potential to affect species held in Iowa zoos, notify the affected zoo(s) of the situation and the associated risks. When necessary, provide protective action recommendations to the affected zoo(s), including closure to the public.
- 4.1.9 Establish the method of appraisal and determination of fair market value of any animals that are required to be humanely euthanized as a result of an infectious animal disease outbreak and monitor for proper and consistent use of this method. Whenever possible this will occur in conjunction with USDA guidance and assistance.
- 4.1.10 If necessary, provide the protocols, supervisory veterinary personnel, and equipment for humane euthanasia of infected or exposed animals during an infectious animal disease disaster. Location information required by the department includes the 911 address, a legal description, and any other information regarding any premises on which euthanasia is to occur.



- 4.1.11 If necessary, provide information to the DNR and the DOT regarding disposal of humanely euthanized animals and condemned animal products and/or wastes during an infectious animal disease disaster.

#### 4.2 Support Agency - Homeland Security and Emergency Management Division

- 4.2.1. Communicate and cooperate with IDALS to determine the needs of the state in order to prevent, control, eradicate, and recover from an agricultural disaster.
- 4.2.2. Task state agencies (and/or volunteer organizations) to provide personnel and/or equipment to assist with prevention, control, and recovery from an agricultural disaster.
- 4.2.3. Request equipment and/or personnel from the Department of Defense - Iowa National Guard for specific-purpose situations.
- 4.2.4. Serve as a liaison with the Federal Emergency Management Agency and as state lead agency for obtaining federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

## 5 Attachments

### 5.1 Definitions of Specialized Terms

**Area Veterinarian in Charge (AVIC):** The lead Federal Veterinarian for USDA's Animal and Plant Health Inspection Service (APHIS) Veterinary Services (VS) agency in a specified area. Nationwide, AVICs are assigned to 42 areas that encompass one or more states. They administer the federal veterinary programs within their assigned areas, in conjunction with the State Veterinarian's Office.

**Confirmed positive diagnosis:** The State Veterinarian's determination that an animal has contracted a high risk infectious animal disease, based on a definitive laboratory test, clinical symptoms, epidemiological information indicative of the disease of interest, and, when available, the judgment of the USDA Area Veterinarian In Charge.

**Contact-Exposed Premises:** Premises that have received animals from infected premises or contiguous premises 14 days prior to detection of the disease on the infected/contiguous premises.

**Contiguous Premises:** Premises that have been designated based on epidemiology, to be depopulated because of the proximity to infected premises. Certain movement restrictions on vehicles, animals, and animal products will apply, as will cleaning and disinfection requirements. If movement restrictions on people are involved concurrence from the Governor is required.

**Depopulation:** See "euthanasia."

**Euthanasia:** The humane destruction of animals for the purpose of containment and eradication of an infectious animal disease. Also called "depopulation."

**Foreign Animal Disease Diagnostician:** A veterinarian who has received specialized training qualifying her or him to diagnose specific animal diseases using field analysis, laboratory test results, or a combination of the two. **Presumptive positive diagnosis:** The State Veterinarian's determination that an animal has contracted an infectious animal disease, based on a field analysis by a Foreign Animal Disease Diagnostician (FADD) and/or preliminary laboratory results and, when available, the judgment of the AVIC.

**Quarantine Zone:** The area extending immediately around herds presumed or confirmed to be infected with an infectious animal disease. The State Veterinarian determines the radius of this area in consultation with the AVIC. Within a quarantine zone, certain movement restrictions on vehicles, animals, and animal products will apply, as will cleaning and disinfection requirements. If movement restrictions on people are involved then concurrence from the Governor is required.

**Surveillance:** Actions taken to determine the extent of an infectious disease outbreak, including identification of new cases.

**Tracing:** The process of determining all movements of infected or suspect animals back to disease incubation periods from the first known case and forward to the time of quarantine.

**Veterinary Services Incident Management Teams (VS IMTs):** Consists of trained teams of USDA animal industry specialists prepared to respond on short notice to agricultural and infectious disease incidents. The teams stand ready to assist the state veterinarian with incident management and field operational command positions.

**Energy**  
Emergency Support Function 12

<b>Primary Agencies</b>	Iowa Department of Commerce – Utilities Division (Iowa Utilities Board) – (Gas and Electric) / Iowa Department of Natural Resources – Energy and Waste Management Bureau (Petroleum)
<b>Support Agencies</b>	Iowa Homeland Security and Emergency Management
	Iowa Department of Transportation
	Iowa Department of Public Safety
	Iowa Department of Agriculture and Land Stewardship
	Iowa Department of Education

<b>Functional Interdependencies</b>	

## **1. Introduction**

### **1.1 Purpose**

To ensure the health and safety of Iowans during periods of energy emergencies.

### **1.2 Scope**

As a complement to the Iowa Energy Assurance Plan, the scope of this function is provide a overview of provisions outlined to address ways to alleviate energy emergency conditions demand reduction, resource redistribution, communication, and public information. No attempt has been made to identify every possible energy based emergency scenario.

### **1.3 Authorities**

1.3.1 Iowa Code - Chapter 473, sections 8, 9 and 10

1.3.2 Iowa Administrative Code – Chapters 561.1.2(3) and 561.1.1.3(2)f(1)

1.3.3 Iowa has an Energy Emergency Advisory Council comprised of the following representatives.

- Director of the Iowa Department of Natural Resources;
- Director of the Iowa Department of Public Defense;
- Chairman of the Iowa Utilities Board.

The Energy Emergency Advisory Council serves as technical advisor to the Governor in the event of an energy emergency. The Director of the Iowa Department of Natural Resources is the Chair of the Energy Emergency Advisory Council. The Department of Natural Resources is the lead agency for petroleum-related emergencies, while the Iowa Department of Commerce, Utilities Division (Iowa Utilities Board) is the lead agency for natural gas- and electricity-related emergencies. In all cases, only the Governor has the power to declare an emergency and/or to enact certain emergency responses, such as a waiver of driver's hours of service

## **2 Planning Considerations**

### **2.1 Situation**

The Iowa Energy Assurance Plan is a comprehensive operating manual for state government leaders charged with the responsibility of ensuring the health and safety of citizens of the state during periods of energy emergency. There are five phases on an energy emergency situation.

#### **2.1.1 Readiness Phase**

Both the Iowa Department of Natural Resources (Energy and Waste Management Bureau) and Iowa Department of Commerce (Utilities Division) staff will: 1) Maintaining formal and informal communications with private industry and public agencies to determine if market conditions are normal or if there are events occurring that might precipitate some sort of energy shortfall. And 2) work with the Homeland Security and Emergency Management Division to assure that major utility companies have plans in place for both energy service restoration and mandatory energy curtailment.

#### **2.1.2 Verification Phase**

Both the Iowa Department of Natural Resources (Energy and Waste Management Bureau) and Iowa Department of Commerce (Utilities Division) staff will formalize communication with federal, state and private industry. The potential for energy emergencies will be examined for the expected severity, duration and impact on supply and price. Staff will analyze the options available and make recommendations to the Energy Emergency Advisory Council, which, in turn, will advise the Governor. If the Council determines that either (a) the potential for an energy emergency exists or (b) the severity of an already existing energy problem has increased, the Council may recommend that the Pre-Emergency or Emergency phases of the Energy Emergency Plan be activated.

2.1.3. Pre-Emergency Phase

The transition to the pre-emergency phase involves an increase in government and private sector activity in response to an increasing emergency or supply disruption. The Governor, upon recommendation of the Energy Emergency Advisory Council will appeal to the public to begin voluntary conservation measures to alleviate the impacts of a supply disruption. The Governor may also issue a limited declaration of disaster to implement measures designed to increase supply.

2.1.4 Emergency Phase

During the emergency phase, voluntary measures may be expanded and mandatory measures will be implemented through a proclamation by the Governor in response to an emergency of increasing severity and duration.

2.1.5 Post--Emergency Phase

During the Post-Emergency Phase, conditions have not returned to normal. An increased rate of monitoring is still essential to review the impacts of the emergency. Voluntary actions and public information need to continue as necessary until normal conditions have returned.

**2.2 Assumptions**

- 2.2.1 Assistance from the U.S. Department of Energy's Office of Energy Assurance, other states' energy emergency coordinators, and other Iowa state agencies, including the Iowa Office of Energy Independence, will be available during an emergency.
- 2.2.2 State agencies are still operational and have the resources needed to operate.
- 2.2.3 Surrounding states may be in similar energy emergency situations as Iowa.
- 2.2.4 Energy market situations are monitored regularly by the Iowa Department of Natural Resources (Energy and Waste Management Bureau) and the Iowa Department of Commerce (Utilities Division).

**2.3 Policies**

The Iowa Energy Assurance Plan may be activated if any of the following situations occur and result in energy supply shortages or perceived supply disruption:

- 2.2.1 Physical Destruction from Natural Events (e.g., storms, fire, tornadoes, floods, drought, earthquakes); or Human Destruction (e.g., sabotage, terrorism, human error, war, public disturbance).
- 2.2.2 Sharp, Sudden Price Escalation as a result from a curtailment of energy supplies from abroad or any incident which could trigger a product or crude oil supply emergency.
- 2.2.3 National Security Emergency when a mobilization of defense resources would require an increase in energy use and prioritization issues.

### **3 Concept of Operations**

#### 3.1 General

The Iowa Emergency Assurance Plan is intended to be implemented by the Iowa Department of Natural Resources, Emergency Waste Management Bureau, and the Iowa Department of Commerce, Utilities Division (Iowa Utilities Board).

#### 3.2 Organization

The State Emergency Operations Center will be activated to coordinate a state level response.

#### 3.3 Interface Coordination

- This Energy Emergency Support Function (ESF) Corresponds to the National Response Framework (NRF) ESF #12, Energy
- The Iowa Energy Assurance Plan corresponds to the Federal Emergency Support Function #12 which under the US Department of Energy.

### **4. Responsibilities**

The Iowa Emergency Assurance Plan outlines state agencies responsibilities for energy emergency operations, and its roles in each of the emergency phases. Actions to be of state agencies are described by energy sources, i.e. Petroleum, Natural Gas, Electricity, Propane, Heating Oil and Aviation Fuel. Due to the vast level of detail in the Iowa Emergency Assurance Plan, the following state agencies responsibilities are general in description.

#### **4.1 Primary Agency - Department of Natural Resources Emergency Waste Management Bureau**

- 4.1.1 Monitor domestic and international energy events, supplies, and products.
- 4.1.2 Monitor prices, storage levels, and consumption patterns.
- 4.1.3 Issue energy management public information.
- 4.1.4 Implement voluntary energy management actions.
- 4.1.5 Provide for energy emergency waivers.

**4.2 Primary Agency - Iowa Department of Commerce, Utilities Division (Iowa Utilities Board)**

- 4.2.1 Monitor domestic and international events for potential impact on energy supplies and prices.
- 4.2.2 Assure that restoration and curtailment plans are in place
- 4.2.3 Prepare and activate mandatory curtailment plans
- 4.2.4. Assure that major electric companies have energy restoration plans in place.
- 4.2.3 Coordinate with the Federal Office of Pipeline Safety.

**4.3 Support Agency - Homeland Security and Emergency Management Division**

- 4.3.1 Activate the State Emergency Operations Center as appropriate.
- 4.3.2 Service as a clearinghouse of interagency information.
- 4.3.3 Prepare governors proclamations as necessary.
- 4.3.4 Address issues pertaining to energy needs from critical facilities to include the coordination of portable energy power generators.

**4.4 Support Agency - Iowa Department of Transportation**

- 4.4.1 Promote alternatives to fuel consumption modes of transportation.
- 4.4.2 Provide guidance for transportation waivers in order to combat and energy emergency.

**4.5 Support Agency - Iowa Department of Public Safety**

- 4.5.1 Increase enforcement of speed limits.
- 4.5.2 Assist local law enforcement to enforce energy management mandatory missions.

**4.6 Support Agency - Iowa Department of Agriculture and Land Stewardship**

Implement voluntary agriculture sector energy management activities.

**4.7 Support Agency - Iowa Department of Education**

Communicate information between state agencies and schools concerning energy management measures.

**Public Safety and Security**  
 Emergency Support Function 13

<b>Primary Agency</b>	Iowa Department of Public Safety
<b>Support Agencies</b>	Iowa Department of Natural Resources
	Iowa Department of Transportation
	Iowa Homeland Security and Emergency Management
	Iowa National Guard
	Iowa Department of Public Health
	Iowa Attorney General's Office
	Iowa Board of Regents: UHL
	Iowa Department of Administrative Services

<b>Functional Interdependencies</b>	Transportation – ESF 1
	Mass Care – ESF 6
	Search and Rescue – ESF 9
	Agriculture and Food Safety – ESF 11



## **1. Introduction**

### **1.1. Purpose**

To provide state resources to emergency/disaster-affected areas for the purpose of supporting local and state law enforcement activities, including:

- 1.1.1. Security
- 1.1.2. Crime detection, control, and investigation
- 1.1.3. Traffic control
- 1.1.4. Information gathering and sharing.

### **1.2. Scope**

This ESF covers all state government activities related to the security of persons and property and the control of crime and traffic in areas affected by an emergency or disaster. The majority of these activities are in support of a local law enforcement response.

### **1.3. Authorities**

- 1.3.1. Iowa Code - Chapter 29C – Emergency Management

Iowa Administrative Code – Chapter 605 – Emergency Management  
Chapter 661- Public Safety

## **2. Planning Considerations**

### **2.1. Situation**

Following an emergency or disaster, the effectiveness of some or all of the defenses that protect life and property from criminal activity, such as secure buildings, alarm systems, and security and law enforcement organizations, may become partially or completely compromised. Individuals or groups may then move into the affected area in order to take advantage of this situation, engaging in looting, armed robbery, arson, vandalism, and other criminal activities. Citizens in the affected area may take up arms themselves if they feel that security is not adequate. In extreme situations, vigilante actions may be directed against innocent citizens or even emergency personnel. For instance, during civil disturbances, firefighters and emergency medical service (EMS) personnel will be expected to work in areas where they may become the targets of hostile actions.

An emergency or disaster may destroy or damage access routes to the affected areas. In addition to criminals, curious and otherwise law-abiding but unauthorized personnel may attempt to enter the area in the vicinity of the emergency/disaster, impeding progress of essential personnel and other resources moving into the area or victims traveling out of the area.

Many victims will want to leave the emergency/disaster area, especially in larger events. With rapid-onset incidents, this may mean many people will leave within a short time period, resulting in congestion and gridlock along critical access routes. Also, the flow of emergency and other authorized personnel in and out of the area, if uncontrolled, may itself lead to delays and accidents that could ultimately affect the lives and safety of victims.

Because of the possibilities described above, a law enforcement capability sufficient to provide crime and traffic control, security, and related services is an essential element of emergency/disaster response.

## **2.2. Assumptions**

- 2.2.1. Without adequate security, looting and other criminal activity will occur in areas affected by the emergency or disaster.
- 2.2.2. Residents of areas affected by the emergency or disaster will want law enforcement personnel to maintain a presence in their neighborhoods to provide security.
- 2.2.3. Many victims will want to leave the area surrounding the incident, especially in larger and/or more hazardous incidents.
- 2.2.4. Persons who reside both inside and outside of areas affected by the emergency or disaster will attempt to move around these areas to observe damages.
- 2.2.5. Information will be shared in a timely manner among all disciplines of the law enforcement community.
- 2.2.6. Local, federal, and other state law enforcement agencies (i.e., DOT-Motor Vehicle Enforcement and DNR-Law Enforcement) will coordinate activities and resource use when performing emergency/disaster-related functions.

## **2.3. Policies**

Persons arrested as suspects in a criminal activity shall be treated humanely and shall be afforded the same rights and courtesies as those arrested during non-emergency situations. Normal legal requirements in these situations shall not be waived without judicial approval based on the actual exigencies caused by emergency conditions. Whenever possible, alternative procedures shall be employed to minimize the impact of emergency conditions upon the civil rights of citizens.

## **3. Concept of Operations**

### **3.1. General**

If necessary, additional resources in support of emergency/disaster-related law enforcement or traffic control activities may be available from the Iowa Department of Public Defense - Iowa National Guard. A request for assistance to the Governor, through the Homeland Security and Emergency Management Division (HSEMD), is required to initiate this level of support.

### **3.2. Organization**

The State Emergency Operations Center (SEOC) may be fully activated, partially activated, or not activated under this function.

### **3.3. Interface Coordination**

3.3.1. Local

Local law enforcement agencies generally provide the initial law enforcement services to an affected area. When local law enforcement needs assistance, support may be requested from the appropriate State Patrol District, which will provide assistance to the limit of its available resources, including support from DNR and/or DOT law enforcement personnel. When required, the Commissioner of Public Safety or the Chief of the Iowa State Patrol will assess the need to provide assistance from outlying State Patrol Districts, from other State of Iowa agencies with law enforcement components, or from other states or the federal government.

3.3.2. Regional/LEIN Districts

The Iowa Law Enforcement Intelligence Network (LEIN) is program which serves as a mechanism for the statewide collection and exchange of criminal information. Local LEIN members work together with the Department of Public Safety to accomplish two related objectives:

- Develop and disseminate knowledge about significant criminal conditions that affect the state of Iowa; and,
- To use this knowledge to identify, investigate, and remove these criminal conditions.

3.3.3 Iowa's Bomb Squad Task Force Program

Iowa is building a National Incident Management System (NIMS) Type 2 bomb squad to provide statewide coverage with seven local and one state bomb squad. These eight nationally accredited bomb squads are capable of handling multiple incidents. These teams have capabilities including a remote (robotic) vehicle which is capable of handling vehicle borne Improvised Explosive Device (IED). These teams are trained and equipped to work in a Chemical, Biological, radiological, Nuclear and Explosive (CBRNE) environment.

3.3.4. Federal

This Public Safety and Security Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #13, Public Safety and Security.

**4. Responsibilities**

**4.1. Primary Agency – Iowa Department of Public Safety**

- 4.1.1. Deploy personnel to assist local law enforcement operations when requested to do so by local officials, or when conditions otherwise warrant state government law enforcement intervention, including the enforcement of quarantine orders issued by state and/or local public health authorities.
- 4.1.2. Respond to State Emergency Operations Center (SEOC) requests for traffic control assistance as resources permit, to include:
- Establishing a traffic control system for the entire affected area using an incident command type of coordinating mechanism.

- Deploying personnel to traffic control points as prearranged or as requested by local or state agencies.
  - Enforcing traffic control restrictions (including arrest or detention of unauthorized entrants found in affected areas).
  - Coordinating the placement of traffic control devices with DOT and DNR.
  - Enforcing animal disease-related movement restrictions.
- 4.1.3. Notify HSEMD when local requests for state law enforcement assistance exceed availability of DPS resources.
- 4.1.4. Coordinate activities with the Iowa National Guard, federal law enforcement personnel, and/or federal military officials if such organizations are providing law enforcement support in affected areas.
- 4.1.5. Track the status of all state law enforcement assistance provided to local and state agencies and provide regular updates to the Resource Management ESF #7.
- 4.1.6. “Surge training” is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.
- 4.1.7. Deploy personnel to provide security for fire and EMS teams operating in hostile or potentially hostile environments.
- 4.1.8. Deploy personnel to provide security for businesses and residences in emergency/disaster-affected areas.
- 4.1.9. Deploy bomb-sniffing dogs and handlers to sites at which primary or secondary explosive or incendiary devices may be present.
- 4.1.10. Deploy tactical and other specialized units to assist other state and local units as required. In prison riot situations, this assistance will be at the request of the Department of Corrections.
- 4.1.11. Request additional law enforcement assistance through the SEOC when state and local law enforcement capabilities have been overwhelmed.
- 4.1.12. Fire Marshal’s Office: Perform field and laboratory investigations of suspicious fires/explosions when requested by state and local fire service organizations through the SEOC.
- 4.1.13. Provide emergency/disaster-related information to other emergency response functions in a timely manner, and emergency/disaster-related intelligence on a need to know basis.
- 4.2. Support Agency - Iowa Department of Transportation**
- 4.2.1. Notify commercial motor carriers of emergency/disaster-related restrictions concerning traffic around affected areas.
- 4.2.2. Develop implement and/or enforce emergency/disaster-related motor carrier regulations as needed.

- 4.2.3. Deploy personnel to erect barricades, signs, and other traffic control devices according to prearranged plans or as requested by state or local officials, coordinating these activities with DPS traffic control activities.
- 4.2.4. Install concrete median barriers as needed to provide perimeter control around emergency/disaster sites or to secure critical facility sites by limiting vehicle access.
- 4.2.5. Deploy law enforcement personnel to assist with emergency/disaster-related law enforcement operations when requested to do so by the SEOC. Note that this is in addition to the routine interdisciplinary support that is normally provided to other law enforcement entities upon request.

**4.3. Support Agency - Iowa National Guard**

- 4.3.1. Deploy personnel and equipment to assist with traffic control operations (including the erection of barricades, signs, etc.) when local and other state capabilities have been exhausted.
- 4.3.2. Provide backup security capabilities for protecting first responders, traffic control officers, and other deployed emergency/disaster workers.
- 4.3.3. Provide backup security capabilities for protecting businesses and residences in emergency/disaster-affected areas.
- 4.3.4. Perform other law enforcement activities in support of emergency/ disaster operations, within the scope of state and federal law and the policies defined by the Governor, the Adjutant General, the HSEMD Administrator, and applicable state and local law enforcement officials.

**4.4. Support Agency - Iowa Homeland Security and Emergency Management Division**

- 4.4.1. At the request of DPS, or as required by circumstances, task other state law enforcement agencies (i.e., DOT – Motor Vehicle Enforcement, DNR – Fish and Wildlife) to provide assistance to DPS and local law enforcement agencies to meet the increased security demands imposed by emergency/disaster-related threats and/or consequences.
- 4.4.2. Task state agencies (or volunteer organizations) to provide personnel and/or equipment to assist with operations.
- 4.4.3. Request equipment and/or personnel from Iowa National Guard for specific-purpose situations.

**4.5. Support Agency - Iowa Department of Natural Resources**

- 4.5.1. Deploy law enforcement personnel to assist with emergency/disaster-related law enforcement operations when requested to do so by the SEOC.
- 4.5.2. Initiate traffic control activities in state park facilities, as required.
- 4.5.3. Support and/or direct waterway evacuations.

**4.6. Support Agency - Iowa Department of Administrative Services**

- 4.6.1. Install metal detectors at entrances to state facilities determined to be critical and/or at high risk, or when otherwise directed to do so by state agency leadership.
- 4.6.2. Install perimeter fencing alarms systems at state facilities determined to be critical and/or at high risk, or when otherwise directed to do so by state agency leadership.

### Evacuation

<b>Primary Agency</b>	Iowa Department of Transportation
	Iowa Department of Public Safety
<b>Support Agency</b>	Governors Office
	Iowa Department of Human Services
	Iowa Homeland Security and Emergency Management
	Iowa Department of Education
	Iowa Department of Natural Resources
	Iowa Department of Public Health
	Iowa National Guard
	Iowa Department of Elder Affairs

<b>Functional Interdependencies</b>	Transportation ESF #1
	Mass Care ESF #6
	Health and Medical ESF#8
	Public Safety and Security ESF #13

## **1. Introduction**

### **1.1. Purpose**

To provide a state capability to carry out the Governor's evacuation-related authorities under Iowa law and to support locally initiated evacuation activities when appropriate.

### **1.2. Scope**

This function addresses evacuations initiated under the following circumstances and authorities:

- 1.2.1. The majority of all evacuation activity in Iowa will be initiated and managed at the local level. The state will support this type of activity when requested to do so by local authorities and when local resources, including mutual aid, have been overwhelmed.
- 1.2.2. The Governor of the State of Iowa has direct authority to initiate and direct evacuations as described below:
  - 1.2.2.1 Direct the evacuation of all or part of the population from any stricken or threatened area within the state if the Governor deems this action necessary for the preservation of life or other disaster response objectives.
  - 1.2.2.2 Prescribe routes, modes of transportation, and destinations in connection with evacuation.
  - 1.2.2.3 Control ingress and egress to and from the area around an emergency or disaster, the movement of persons within the area, and the occupancy of premises in such area.
- 1.2.3. The Department of Public Health (DPH), with the consent of the Governor, may for investigative purposes close, evacuate, or cause to decontaminate those facilities that the Department suspects may endanger the public health.
- 1.2.4. DPH may order a person having an active communicable disease, or with a substantial likelihood of having such a disease, removed to and/or detained in a hospital if there is a substantial likelihood that the person may transmit the disease to others.

### **1.3. Authorities**

- 1.3.1. Iowa Code
  - 1.3.1.1 Code of Iowa Section 29C.6, Subsections 13-15,
- 1.3.2. Iowa Administrative Code
  - 1.3.2.1 Iowa Administrative Code 641 1.9.(4)

## **2. Planning Considerations**



## 2.1. Situation

Throughout Iowa, tornadoes, flash floods, hazardous materials incidents, and other rapid onset, short-duration hazardous incidents create risks to the health and safety of the public, which may be completely or partially alleviated through an evacuation. When such a situation presents itself, the state's inhabitants expect government officials at all levels to make prudent evacuation decisions at appropriate times, to execute these decisions in accordance with existing plans and procedures, and to make the protection of human life, health, and safety the top priority.

## 2.2. Assumptions

- 2.2.1. Local government will maintain plans, procedures, interagency agreements, and inter-jurisdictional agreements that support safe, orderly, and effective evacuations.
- 2.2.2. Jurisdictions vulnerable to unusual and/or high-risk hazards, such as a dam failure or a large-magnitude chemical release, have supplemented their evacuation plans, procedures, training, and/or equipment to adequately address the potential consequences of these hazards.
- 2.2.3. Industrial sites, large office buildings/office complexes, stadiums/arenas/auditoriums, schools/colleges/universities, and other structures containing large numbers of people in a relatively small area have developed plans that allow for the safe and rapid evacuation of people.
- 2.2.4. Evacuations will be costly in terms of lost business revenues, lost work time, possible response agency overtime, and other associated costs.
- 2.2.5. Evacuated areas will be subject to looting and vandalism if not properly secured.
- 2.2.6. A poorly executed evacuation in a densely populated area can result in serious congestion of evacuees, which in turn may result in panic, injuries and/or deaths.

## 2.3. Policies

With respect to state-initiated evacuations, the costs and public safety risks associated with conducting an evacuation will be weighed against the consequences of not evacuating an area. However, preservation of human life will take precedence over all other considerations when making evacuation-related decisions.

## 3. Concept of Operations

### 3.1. General

The support activities of agencies with evacuation-related responsibilities as defined in this Emergency Support Function will be coordinated through HSEMD, whether the evacuation is initiated by the Governor's Office or by local authorities.

### 3.2. Interface Coordination

3.2.1. Local

Evacuation activity will be initiated and managed at the local level. The state will support this type of activity when requested to do so by local authorities and when local resources, including mutual aid, have been overwhelmed.

**4. Responsibilities**

**4.1. Primary Agency – Iowa Homeland Security and Emergency Management Division**

- 4.1.1 Implement an evacuation order from the Governor's Office.
- 4.1.2 Advise the Governor's Office about when it may be prudent to consider implementing a state-initiated evacuation under Code of Iowa Section 29C.6, Subsections 13-15.
- 4.1.3 Identify, deploy, coordinate, and track state resources used to implement evacuations initiated by the State or when the State is requested to support locally initiated evacuations.
- 4.1.4 Provide evacuation-related technical assistance to local jurisdictions through the county emergency management agency network; arrange for such assistance from other state agencies.

**4.2 Office of the Governor**

- 4.2.1 Order a state-initiated evacuation under Code of Iowa Section 29C.6, Subsections 13-15.
- 4.2.2 Issue a governor's disaster proclamation which will provide state resources in support of a local or state ordered evacuation.
- 4.2.3 Evaluate and then either approve or disapprove recommendations from the Department of Public Health to close, evacuate, or cause to decontaminate facilities the Department suspects may endanger the public health.

**4.3 Department of Transportation**

- 4.3.1 Provide, erect, relocate, and maintain evacuation road signs and/or temporary traffic control points on designated routes.
- 4.3.2 Provide equipment and personnel to remove traffic impediments on state and federal highways to be used as evacuation routes.
- 4.3.3 Backup and assist the Department of Public Safety with traffic control and security during evacuations.
- 4.3.4 Through the Office of Public Transit, coordinate the use of Iowa's large urban, small urban and regional transit systems as a resource for public transportation during a state ordered evacuation.

**4.4 Department Of Education**

- 4.4.1 Distribute evacuation-related notifications to schools through the Area Education Association network.
- 4.4.2. Serve as a point of contact for requesting assets from school systems, such as school buses, to support large-scale and/or multi-jurisdictional evacuation operations. Note that in smaller operation involving a single jurisdiction, local officials will often coordinate directly with school systems.

#### **4.5 Department Of Public Health**

- 4.5.1. Pursuant to state statute and administrative rules, close, evacuate, or cause to decontaminate facilities that the department suspects may endanger the public health.
- 4.5.2. Pursuant to state statute and administrative rules, cause to isolate and/or quarantine people having an active communicable disease, or with a substantial likelihood of having such a disease.
- 4.5.3. Provide technical assistance for health measures during and evacuation.

#### **4.6 Department of Natural Resources**

- 4.6.1. Upon request, provide over-the-phone and on-site technical assistance to the incident commander and other local appointed or elected officials for evacuations triggered by potential, imminent, or actual hazardous chemical releases.
- 4.6.2. Backup and assist the Department of Public Safety with assistance with traffic control and security during evacuations.
- 4.6.3. Ensure that State Parks and Recreational areas in evacuation areas are closed and secured.

#### **4.7 Department of Public Defense - Iowa National Guard**

Provide personnel and equipment to support evacuation operations to include, but not limited to:

- 4.7.1. Traffic control and/or security of evacuated areas.
- 4.7.2. Transportation and/or staging of evacuees.
- 4.7.3. Supplies, equipment, and facilities needed for evacuation assistance.

#### **4.8 Department of Public Safety**

Assist with traffic control and security during evacuations when requested to do so by local jurisdictions or as directed by the Commissioner of Public Safety or the State Emergency Operations Center.

#### **4.9 Department Of Elder Affairs**

Provide advice and technical assistance in support of evacuations involving elderly populations.

#### **4.10 Department of Human Services**

Ensure that adequate mass care services are in place when a state authorized evacuation is in affect, or technical assistance is provided for mass care during a local evacuation.

**External Affairs**  
Emergency Support Function 15

<b>Primary Agency</b>	Office of the Governor
<b>Support Agency</b>	Iowa Homeland Security and Emergency Management

<b>Functional</b>	Communication – ESF 2
<b>Interdependencies</b>	Emergency Management – ESF 5

## **1. Introduction**

### **1.1. Purpose**

To provide for the dissemination of emergency information to the public in support of state and local emergency/disaster operations.

### **1.2. Scope**

This function provides emergency/disaster-related information to the public and the media, including:

- 1.2.1. A chronological account of what has occurred.
- 1.2.2. The immediate consequences of an incident, as well as the expected intermediate and long-term effects.
- 1.2.3. The status of response efforts.
- 1.2.4. Recommendations that individuals and families can follow.
- 1.2.5. Locations and entities to receive assistance with respect to the effects of the emergency or disaster, and the steps to be taken to obtain this assistance.
- 1.2.6. To the greatest extent possible, state and local public information activities should be coordinated in order to facilitate the delivery of a consistent, nonconflicting message to the media. This concept is often called "speaking with one voice".

### **1.3. Authorities**

- 1.3.1. Iowa Code - Chapter 29C – Emergency Management
- 1.3.2. Iowa Administrative Code - Chapter 605 – Emergency Management
- 1.3.3. Federal

## **2. Planning Considerations**

### **2.1. Situation**

The rapid onset and quickly changing circumstances associated with many types of hazardous events that can occur in Iowa, such as tornadoes, windstorms, flash flooding, hazardous materials, and terrorist incidents, necessitate prompt and regular dissemination of complete and accurate public information before, during, and after an incident occurs. In the absence of such information, members of the public may accept hearsay, rumors, and half-truths as fact, increasing the likelihood that they will not act appropriately. Therefore, an effective emergency public information capability is essential to guiding the actions of emergency/disaster victims and potential victims for the purpose of preserving life, health, safety, and property and minimizing human suffering.

### **2.2. Assumptions**

- 2.2.1. Public and media demand for factual, complete, and timely information will be both immediate and continual.
- 2.2.2. Although information originally received from the affected area(s) may be incomplete, vague, erroneous, and/or difficult to confirm, on-scene sources will generally provide the most reliable and up-to-date information about all affected areas.
- 2.2.3. When normal means of communication are diminished or cease to exist, other means of communications will have to be relied on to disseminate emergency public information during and after the occurrence of a potential or actual emergency or disaster.
- 2.2.4. Some citizens will attempt to remain fully informed of what actions they are expected to take given the threat or occurrence of an emergency or disaster.
- 2.2.5. Evacuees being hosted outside the regular media market for their communities will need to be provided with access to re-entry and emergency/disaster impact information.
- 2.2.6. Local governments are expected to have procedures in place for carrying out the public information function, and will use them to the fullest extent possible.
- 2.2.7. The State Emergency Operations Center (SEOC) will be activated as needed to respond effectively to a potential or actual emergency or disaster.
- 2.2.8. Public affairs' primary functions and coordination activities will be located in the SEOC.

### **2.3. Policies**

- 2.3.1. State government, through the Governor's Office, is committed to keeping the general public informed of the appropriate emergency measures to be taken before, during, and after the onset of emergencies or disasters affecting the state. The focal point for gathering and disseminating information will be the Governor's office or the Homeland Security and Emergency Management Division (HSEMD).
- 2.3.2. HSEMD will notify the Governor's Office when the Division receives notification of a potential or actual emergency or disaster in Iowa.
- 2.3.3. The speed of the media's response to emergency events dictates that state agencies cannot always wait for direction from the Governor's Office to comment on the disaster. Given the negative impact of "No Comment," the clear lead state agency has the authority to comment to the media ONLY about its actions to protect the public during the initial moments of an emergency before the JIC and SEOC are activated. It is imperative that comments are only made within the authority or actions of the agency and that protecting the public is clearly identified as the primary goal of the agency.

The Governor's Office will work closely with the Administrator of HSEMD to quickly create a Joint Information Center or JIC. When the JIC is operating, the authority to speak for state government will shift to the Governor's Office or its designee. Notification of the JIC's activation will be distributed to state agencies. When the JIC is operating, state agencies shall:

- Coordinate messages to the media or to the public through the JIC to ensure consistency of messages;
- Speak only of actions taken by the agency. It is crucial that agencies only talk about actions they have taken and missions they have been assigned. This is often referred to as "staying in your lane";
- Refer all questions outside their authority or mission to the JIC for comment

2.3.4 When activated, the JIC at the SEOC will serve as the state's central coordinating facility for receiving and disseminating public information and conducting media briefings. When the JIC is activated, state agencies not operating in the JIC are required to carbon copy the JIC on all press releases that deal with the incident. Agencies are also responsible for staying within their scope of authority and program responsibilities. For example, DOT would comment on road closures but would not comment about the state's Individual Assistance program which is administered by the Department of Human Services. Finally, agencies would refrain from commenting on the overall policy questions dealing with the incident. Those comments would come out of the JIC or the Governor's Office.

2.3.5. Before treating information as suitable for dissemination, state public information personnel will obtain verification through a second reliable source.

2.3.6. No state employees will make unauthorized disclosures of information about emergency/disaster response operations or conditions to the media or to the general public.

### **3. Concept of Operations**

#### **3.1. General**

The magnitude and geographic extent of an emergency or disaster will determine what level of government is responsible for providing public information. When an emergency is of limited scope, local government will perform the function. If requested, assistance with providing public information is available to local governments from the state agencies involved in response activities.

#### **3.2. Organization**

3.2.1. Typically, initial notification to the state regarding a potential or actual emergency or disaster will be made to the HSEMD Duty Officer/Operations Officer. This notification may come from a local emergency management agency or another state agency. The Operations Officer will notify the HSEMD Administrator and/or the HSEMD Readiness and Response Bureau Chief if such notification is warranted by the magnitude of the event. Depending on the nature of the event that caused the emergency or disaster, the HSEMD duty officer may be required to make certain other notifications, as set forth in the Homeland Security and Emergency Management Division Duty Officer Book.



The HSEMD Division Administrator or Readiness and Response Bureau Chief will decide whether contact with the Governor's Office is necessary. The Governor's Office and/or HSEMD will assume responsibility for managing public information and media relations.

- 3.2.2. When the severity of an emergency or disaster warrants the issuance of an Emergency Proclamation by the Governor, the coordination of public information activities becomes the responsibility of state government. When federal involvement becomes necessary, including a Presidential Declaration, state government public information activity is coordinated with federal activity by the Governor's Office and HSEMD.
- 3.2.3. The primary reporting location for the mobilized state agency public information officers will be at the SEOC. If another location is identified or required, that will be specified during notification.
- 3.2.4. The HSEMD Public Information Officer (PIO) and the head PIO for a designated lead agency, have primary responsibility for emergency public information functions at the SEOC. State agency public information officers will be requested to fill support roles, if needed, including shift officers, rumor control, media escort, elected official liaison, community outreach liaison, etc.
- 3.2.5. The Governor may elect, at any time, to deploy one or more state agency public information officers to coordinate and disseminate public information for state government offices in the event of a potential or actual emergency or disaster.

**3.2.6. It is anticipated that the call-ups of PIO's will fall into one of these three activation levels:**

**Level 1: Smaller scale incidents.**

In many cases, the HSEMD public affairs staff will be able to handle the PIO and external affairs functions. If the event becomes prolonged, additional support from other state agencies may be required. In the case of a clear designation for a lead state agency, for example the Department of Natural Resources in the case of a major hazardous materials spill or the Department of Public Safety for an incident with a clear law enforcement lead, it is anticipated that the lead agency or agencies will also be part of the activation of PIO staff at this level.

**Level 2: Larger scale incidents.**

In the event of a larger event, or in the case of multiple simultaneous incidents, for example numerous tornados touching down and damaging towns across the state, or an incident involving mass fatalities, HSEMD public affairs staff will be augmented by agency PIO's from the Executive Committee of Homeland Security. The Executive Committee is composed of agency directors and deputy directors from key state agencies and has been meeting for several years to discuss major policy questions. Included in the Executive Committee are: The Governor's Office, Iowa National Guard, Department of Natural Resources, Department of Transportation, Department of Administrative Services, the Department of Agriculture and Land Stewardship, the Department of Public Safety, the Department of Public Health and the Department of Human Services.

**Level 3: A catastrophic incident.**

In the event of a Katrina type incident, all state PIO's would be asked to come to the Joint Information Center (JIC) at the state Emergency Operations Center. In this type of an incident, the JIC would be operating on a 24 hour staffing pattern and would involve all phases of public information and external affairs to include intergovernmental affairs; congressional affairs and community response teams. This type of event could involve deployment of state PIO's to the field to assist local response PIO's.

3.2.7. Regardless of the extent of the emergency or disaster, the following types of information are typically provided by governmental agencies to the media for dissemination to the public:

- Instructions to the public regarding personal safety actions, including restrictions placed on access to or activity within the affected area; evacuation; in-place sheltering.
- A description of the incident and of the extent of damage it inflicted in terms of deaths, serious injuries, and property damage.
- A description of response actions taken by local, State, and Federal governments.
- A description of services and programs available to the affected citizens, to include steps required to receive the indicated services.
- Where the public can obtain reference and guidance materials for coping with the type of emergency or disaster and any secondary hazards affecting a jurisdiction.
- Please add: Monitor media reporting to ensure accurate information is being distributed. Contact media and correct information if misreported

3.2.8. Prepared emergency information materials will be available for use when appropriate. Emergency public information materials for the visually impaired and non-English speaking groups will be provided based on need.

3.2.9. As soon as possible after the onset of an emergency or disaster, the media will be provided with pre-established points of contact for the release of public information. Whenever possible, agreements should be made with the media to coordinate the timing and content of emergency notifications and other emergency public information.

**3.3. Interface Coordination**

3.3.1. Local

Public Information for an emergency or disaster at the local level will be coordinated through local Emergency Operations Centers and Public Information Officers.

3.3.2. Federal

This External Affairs Emergency Support Function (ESF) corresponds to the National Response Framework (NRF) ESF #15, External Affairs.

HSEMD will send someone to represent the State of Iowa to a federal Joint Information Center (JIC) when one is established for an Iowa emergency or disaster.

However, the State will make every effort to form a single JIC for all federal and state agencies, preferably at the SEOC. Multiple JIC's are not conducive to the concept of "speaking with one voice" and could cause or exacerbate confusion by disseminating conflicting information.

3.3.3. Non-Government

Coordination will take place with non-governmental entities, business, and industry. Activities may include establishing a contact person associated with the entity, information monitoring and sharing, and message and strategy development.

**4. Responsibilities**

**4.1 Primary Agency - Office of the Governor**

4.1.1 Assume overall responsibility for the content and timing of public information releases and for managing media relations.

4.1.2 Delegate public information and media relations responsibilities to HSEMD as desired

**4.2 Support Agency – Homeland Security and Emergency Management Division**

4.2.1 Activate a Joint Information Center at the SEOC or at another designated location as necessary.

4.2.2 Make appropriate recommendations for news releases and briefings to the Governor and staff.

4.2.3 Conduct media briefings and coordinate press releases as needed.

4.2.4 Coordinate with the federal public information function when the federal government becomes involved in responding to a potential or actual emergency or disaster affecting Iowa.

4.2.5 Maintain a current roster of state agency public information officers for notification of those that are required for emergency duty.

4.2.6 Coordinate with public information officials of local government entities responsible for areas affected by an emergency or disaster.

When appropriate, coordinate public information activities with non-governmental entities, business, and industry. Activities may include establishing a contact person associated with the entity, information monitoring and sharing, and message and strategy development.

4.2.7 Maintain regular communications with all state agencies actively engaged in emergency/disaster response activities; coordinate with the Governor's Office and other state agency public information persons so that the content of information released is accurate and non-contradictory.

4.2.8 Notify all state agency Public Information Officers when a potential or actual emergency or disaster occurs.

4.2.9 Maintain and update a web site to provide information to the public and to the media.

- 4.2.10 Provide emergency/disaster area conditions, re-entry status, and reunification information to the communities, facilities, and shelter sites to which evacuees have been relocated.
- 4.2.11 Provide information for dissemination through the media on reunification of people/families after an incident occurs.
- 4.2.12 Monitor news coverage to ensure that accurate information is disseminated.
- 4.2.13 Request use of available public warning resources as needed, i.e. the Emergency Alert System and the NOAA Weather Radio (NWR) system.
- 4.2.14 Arrange for alternate means of communication to disseminate emergency public information when normal means of communication are diminished or cease to exist.

### **4.3 All Responsible Agencies**

- 4.3.1 Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this Annex.
- 4.3.2 Provide personnel to staff the SEOC when directed to do so by the Governor, the HSEMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
- 4.3.3 Upon activation of this Plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
- 4.3.4 Attend emergency/disaster-related briefings and/or "surge training" sessions.
- 4.3.5 Coordinate activities with other participant agencies as needed.
- 4.3.6 Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to HSEMD staff, and initiate response activities as dictated by the situation.
- 4.3.7 Maintain logs of activities, messages, etc.
- 4.3.8 Initiate agency personnel notification and callback actions.

### **4.4 Special Response Considerations and/or Resource Requirements**

In the event of a potential or actual security threat to either the Quad Cities Nuclear Power Station or the Duane Arnold Energy Center the respective utility will notify the state and local governments of a Notification of Unusual Event. The utility will activate its JIC and the state may send a public information officer to coordinate with the affected utility and local governments for press releases and news conferences.

#### **4.5 Reaching Out to Include Coordination with key Private Organizations**

This ESF provides information about coordinating state external affairs and public information functions. It is clearly understood that a partnership also needs to be developed with primary private organizations and companies. While government and private organizations may have differing viewpoints during an incident, there are clear areas where it is important to coordinate messages whenever possible.

**Special Needs**  
(Support Annex)

<b>Primary Agency</b>	Iowa Department of Human Services
<b>Support Agency</b>	American Red Cross
	Iowa Department of Human Rights
	Iowa Department of Public Health
	Iowa Homeland Security and Emergency Management
	Iowa Department of Public Defense
	Iowa Department of Elder Affairs
	Iowa Department of Public Safety
	Iowa Department of Transportation
	Iowa Department of Inspections and Appeals
	Iowa Department of Agriculture and Land Stewardship
	Iowa Department of Administrative Services
	Attorney General's Office

## **1. Introduction**

### **1.1. Purpose**

To provide support to agencies assigned responsibilities related to addressing special needs populations ensuring the following needs are adequately met: transportation, communication, evacuation, sheltering, mass care, health and medical care, safety, sanitary and secure living conditions, and the use of service animals. Agencies will take all reasonable and prudent action to ease personal suffering and trauma.

Special needs groups include the deaf/hard of hearing, individuals who are blind/have low vision, people with cognitive, mental or mobility related disabilities, persons in need of medical assistance, those who use service animals, children, the frail elderly, and people whose primary language is not English.

### **1.2. Scope**

This document will function as a support annex to the Iowa Emergency Response Plan and work with, and in support of, the majority of the Emergency Support Functions.

To provide technical assistance/subject matter expertise in support of agency responsibilities.

This functional area is focused on individuals, groups or communities whose circumstances create barriers to obtaining or understanding information, or the ability to react as the general population has been requested to proceed during all phases of emergency management.

Barriers may include age, physical, mental, emotional or cognitive ability, socio-economic status, race, ethnicity, religion, language, culture, or use of a service animal.

Guidance specific to each function will be referenced in each Emergency Support Function (see ESF #1, 2, 6, 8, 9, 10, 11, 12, 13, 14, and 15).

### **1.3. Authorities**

Iowa Code

1.3.1. Iowa Code Chapter 29C – Homeland Security and Emergency Management Division

1.3.2. Iowa Administrative Code 605 – Homeland Security and Emergency Management Division

Federal

1.3.3. The Americans with Disabilities Act of 1990, P.L. 101-336

1.3.4. The Americans with Disabilities Act Accessibility Guidelines (ADAAG) as amended through September 2002

1.3.5. The Civil Rights Act of 1964, P.L. 88-352

## **2. Planning Considerations**

### **2.1. Situation**

Circumstances arise during emergency events that may result in barriers to obtaining or understanding information, or the ability to react as the general population has been requested to proceed during all phases of emergency management. Experiences during disaster situations for people with special needs with regard to evacuation, shelter, medical services, etc. may differ vastly from the experiences of people without special needs.

People with special needs are often unable to evacuate because transportation is inaccessible or unavailable. For example, evacuation busses may not have wheelchair lifts. Moreover, people with visual and hearing disabilities may not be able to obtain necessary information pertinent to their safety because said communication did not comply with federal law. To ensure that people with special needs do not experience similar injustices during future events, emergency plans must acknowledge and address the difficulties experienced by people with disabilities, the frail elderly, and children.

## **2.2. Assumptions**

- 2.2.1 A portion of a community's impacted population will require some level of special emergency needs support during a disaster or other emergency.
- 2.2.2 State agency response personnel will need technical assistance in order to successfully carry out their special needs related responsibilities.
- 2.2.3 Some disabilities or combinations of multiple disabilities are so specific/unique that regardless of the degree of preparedness, additional assistance will be required by state agencies.
- 2.2.4 Public, private, and/or non-government organizations that represent or provide services related to special needs populations will be available and willing to assist during disasters.
- 2.2.5 Special needs populations may become separated or suffer the loss of assistive devices or medical equipment during disasters.
- 2.2.6 The state, county, and municipal facilities that provide services to the special needs populations may be severely damaged or inaccessible.
- 2.2.7 Constituents whose primary language is not English may require assistance.
- 2.2.8 Constituents who participate in Community Action Programs may request assistance.
- 2.2.9 Service animals will be evacuated/sheltered with their owners during a disaster/emergency. These animals may also become ill or injured and need medical attention.
- 2.2.10 Special needs populations may be partially or completely without the support network they rely on under normal conditions, including notification and communication.
- 2.2.11 If/when separated from their parents/caregivers, young children may be unable to identify themselves; and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.

## **2.3 Shelters**



The following are shelters that may be provided during emergencies/disasters. 1) warming or cooling centers; 2) American Red Cross (ARC) Shelters per the ARC guidance relating to special needs; 3) medical shelters, and 4) pet shelters. Special needs populations may require short-term/long-term sheltering in warming and cooling centers during periods of extreme heat or cold.

Warming or Cooling Centers – Are facilities with seating ability for people to cool themselves during extreme heat during the summer and to stay warm when power outages occur during the winter.

American Red Cross Shelters - The ARC will accept persons into a Red Cross Shelter that have the capability to operate independently in a shelter environment. Public Health remains the agency responsible for the overall health of the community during a disaster. The ARC cannot operate a facility during a disaster that requires licensure during non-disaster times. Although the ARC cannot take responsibility for operating medical shelters during a disaster, the ARC can: 1) support independent medical shelters with logistical items such as cots, blankets and food or, 2) co-locate an independently staffed medical shelter within a disaster shelter facility, provided another licensed agency (nursing home, public health, etc.) takes full responsibility for the medical area of the shelter and the area of the facility is publicly identified as a medical shelter and under the management of....”

Medical Shelters – Medical shelters are designed for people whose age, frailty, mobility, functional and/or medical disability make them particularly vulnerable and at risk in disaster/emergency situations. Medical shelters are designed for those individuals who have pre-existing conditions resulting in medical impairments and who have been able to maintain activities of daily living in a home environment prior to the disaster or emergency situation.

Medical shelters are intended to provide a safe environment for those requiring limited medical assistance or surveillance due to a pre-existing health problem.

Medical shelters need not be identified as skilled care facilities.

Pet Shelters – Are shelters designed to temporarily meet the needs of people and their animals during emergencies and disasters. Animal owners are responsible for their pets and should have a disaster plan prepared for them in case of emergency; however there may be situations where emergency sheltering may be needed. It is important to note that Service Animals are not considered pets by law and must be housed with their owners in other shelters.

**NOTE:** The lead agency for planning for pets in disasters and pet sheltering is the Department of Agriculture and Land Stewardship, ESF-11.

## 2.4 Policies

- 2.4.1. Special needs operations will be given high priority by state agencies.
- 2.4.2. Human services activities will be provided based on need and without regard to race, color, religion, national origin, age, sex, marital status, gender identity, sexual orientation, or mental or physical disability.
- 2.4.3. Privacy policies for crisis counseling and family reunification services will be provided to as part of mass care emergency operations.

### 3. Concept of Operations

#### 3.1. General

While special needs operations is initially coordinated at the local level using local resources, local officials will request state government assistance when resources become depleted or when their depletion is imminent. The Iowa Department of Human Services (DHS) is the lead agency for special needs planning and operations with the Iowa Department of Human Rights (DHR) as a “co-lead”. The ARC independently provides mass care services to victims as part of a broad program of disaster relief, as enacted by the U.S. Congress. ARC will coordinate its emergency/disaster-related mass care activities with the State of Iowa through the DHS. The Iowa Department of Public Health (IDPH) has the responsibility to provide medical shelters in the State.

During a disaster, all requests for assistance will be assigned through the Iowa Homeland Security & Emergency Management Division (HSEMD), Chief of Operations, to a specific state agency for coordination.

#### 3.2. Organization

Primary responsibility for local special needs operations rests with the chief executive of the affected communities and is generally coordinated by the local emergency management agency. The American Red Cross has accepted the responsibility for operating, managing or supporting emergency shelters in most communities. Additionally, DHS workers have been tasked to provide assistance to ARC during catastrophic proportion shelter operations.

#### 3.3 Interface Coordination

##### 3.3.1 Local

In case of an emergency/disaster situation, the impacted counties will coordinate the emergency response effort within their political jurisdictions (county and municipalities).

County emergency management authorities activate mutual aid agreements, to include the Iowa Mutual Aid Compact (IMAC), with neighboring counties and among municipalities within the county. They may also recommend a local state of emergency be declared and make a formal request for State assistance.

##### 3.3.2. Regional

When the disaster requires full State Emergency Operations Center (SEOC) activation, the Iowa Homeland Security and Emergency Management Division may contact the Federal Emergency Management Agency, Region VII, and request a federal liaison be present in the SEOC.

##### 3.3.3. Federal

If it is determined through the process of joint preliminary damage assessments that the disaster has exceeded the State’s capability to recover, the State will alert the Federal Emergency Management liaison that the Governor may be submitting a formal request for federal assistance.

#### **3.3.4. Non-Government**

The American Red Cross has obtained/will obtain Memoranda of Understanding (MOUs) with local communities for shelter activities as necessary.

### **4. Responsibilities**

#### **4.1. Primary Agency: The Department of Human Services**

- 4.1.2. Identifying and addressing the needs of individuals with special requirements, such as life support equipment, will be given high priority in all mass care situations.
- 4.1.3. Provide financial management and distribution of federal and state funds.
- 4.1.4. Effectively communicate emergency information to the media.

#### **4.2. Support Agency: Iowa Department of Human Rights**

- 4.2.1 Provide technical assistance, consultation, and information.
- 4.2.2. If the situation arises, greet and receive evacuees as requested.
- 4.2.3. Effectively communicate emergency information to the media and disability network(s).

#### **4.3. Support Agency: Iowa Department of Public Health**

- 4.3.1. Effectively communicate emergency information to the county public health officials.
- 4.3.2. Assist in locating family members as needed.

#### **4.4. Support Agency: Iowa Homeland Security & Emergency Management Division**

- 4.4.1. Serve as the coordinating agency for management of the SEOC.
- 4.4.2. Serve as a central coordinating point for allocating state resources.
- 4.4.3. Effectively communicate emergency information to the media.

#### **4.5. Support Agency: Iowa Department of Public Defense**

- 4.5.1. Provide transportation and warehousing of needed mass care related commodities when other means of providing these services have been exhausted.

#### **4.6. Support Agency: Iowa Department of Elder Affairs**

- 4.6.1. Coordinate with DHS, ARC, and other supporting agencies for the needs of the frail elderly affected by the emergency or disaster.
- 4.6.2. Determine accessibility of shelters for the frail elderly with special needs.

4.6.3. Coordinate with the Area Agencies on Aging to ensure the frail elderly needs are met.

4.6.4. Assist with coordination of emergency transportation of frail elderly with special needs directly and through the Area Agencies on Aging.

**4.7. Support Agency: Iowa Department of Public Safety**

4.7.1. Assist with security and traffic control at shelter sites as needed.

4.7.2. Assist with locating family members as needed.

**4.8. Support Agency: Iowa Department of Transportation**

4.8.1. Provide transportation of needed mass care related commodities.

4.8.2. Assist with traffic control at shelter sites as needed.

**4.9. Support Agency: Iowa Department of Inspections & Appeals**

4.9.1. When necessary, make exception to exceed critical access bed capacity in hospitals.

4.9.2. Provide food inspectors at shelters as necessary.

**4.10. Support Agency: Iowa Department of Agriculture and Land Stewardship**

4.10.1. Provide veterinary assistance, food inspection/animal care.

4.10.2. Locate and secure supplies of food, including federally owned surplus, to help meet feeding needs in affected areas.

**4.11. Support Agency: Iowa Department of Administrative Services**

4.11.1. As part of the finance and administration function, arrange for food and water warehousing in support of the emergency operations.

**4.12. Support Agency: American Red Cross**

4.12.1. Respond to disasters in the State by conducting mass care activities in accordance with American Red Cross policies and procedures.

4.12.2. Assist in family reunification.

**4.13. Support Agency: Attorney General's Office**

4.13.1. Legal issues regarding children (custody)