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EMERGENCY RESOURCE MANAGEMENT  
PROGRAM

## PREFACE

*In today's society, the well-being of the people of the State is contingent upon the continued smooth functioning of the economy. A variety of conditions exist which threaten to disrupt the fragile balance of this marketplace.*

*The interdependence of our economy with those of the world community increases the likelihood that the American system will be forced to adjust to rapid changes in the availability of or demand for specific resources. In addition, the volatile nature of international affairs lends itself to either a partial or total disruption of the economy.*

*To lessen the impact of these potential emergencies necessitates the development of a systematic approach to the problems and to their resolution. The IOWA EMERGENCY RESOURCE MANAGEMENT PLAN defines the State's approach to these situations. I request that each State department and agency, county and local governments and private citizens fully support the policies and procedures enumerated within this plan.*

Robert D. Ray  
Governor of Iowa

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## WHAT IS RESOURCE MANAGEMENT?

Resource management is defined as the means by which government, in conjunction with the private sector, identifies and responds to situations of shortages of vital resources or interruptions of vital services that could affect the safety or well-being of the people of the State of Iowa. The intent of the program is to establish procedures whereby government can assist the private sector in restoring the normal operation and flow of goods and services.

The regular mechanism of government and business is designed to handle most resource problems that occur. It is when the existing mechanism is unable to remedy the situation that the State is confronted by a potential resource management/availability problem. The ideal solution to such a potential problem is to alleviate the situation before it adversely affects the citizens of the State.

Iowa's plan for resource management consists of individual phases beginning at the first indication that a problem may be developing and extending to the final report when the problem has been alleviated. It would be impractical to try to establish time frames or dividing points as to when the process moves from one step to the next. Any actions that are initiated by the State will be terminated as soon as the problem is alleviated.

## IOWA'S SITUATION

The shortage of a critical resource or the interruption of a service may pose a serious threat to the health, safety, and well-being of the people of the State of Iowa. Although natural and man-made disasters do pose this type of threat, these situations are normally marked by the destruction of property and the interruption of services in a localized area. Special assistance available from outside the affected area is able to rapidly alleviate these situations. The type of situation that we are addressing has broader consequences and is more difficult to remedy. These situations require the utilization of a comprehensive, analytical approach to the problem.

The effects of resource management problems can generate extensive implications for the citizens and industries of Iowa. Resource shortages and service interruptions occurring within the State or in other parts of the nation or world may have both a direct and an indirect effect. For example, industrial shutdowns can directly result in raw materials or capital goods not being available for Iowa businesses. Subsequent layoffs could raise the State's unemployment rate and depress the buying power of its citizens.

The following list exemplifies the types of impacts that a resource management problem can inflict on the citizens of the State:

- Shortage or non-availability of food supplies
- Job losses and layoffs
- Utility service interruptions or "brownouts"
- Transportation delays
- Shortage of medical supplies.

## DEFINITIONS

CONTINGENCY PLAN - a detailed plan of action that is drafted when a potential resource problem has been recognized. This plan outlines the specific measures to be taken to forestall or alleviate the problem.

COORDINATION AGENCY - the agency responsible for bringing into a common action the various agencies and individuals that have the knowledge and expertise necessary to alleviate a resource problem. The Office of Disaster Services performs this function for the State of Iowa during the surveillance phase of the program. Upon the initiation of a formal response by the State, the Governor designates an agency or individual to perform this function.

DIRECTORY OF CONTRIBUTORS - a listing of various individuals who, because of their expertise in and knowledge of specific fields, can be called upon to serve on the Priorities Board.

KEY AGENCIES - Local, State, and Federal agencies which interface with the individual market components through regulatory, administrative, or informational processes and are therefore able to identify significant changes in the normal balance of the market place. (Annex I)

PRIORITIES BOARD - a select group of agencies and individuals who, because of their knowledge and expertise in specific fields, can be called upon, when a potential resource problem is detected, to develop and implement a response program for the State. Members of this Board will normally be selected from the officials listed in the Directory of Contributors, and from key agencies. (See Annex II)

RESOURCE MANAGEMENT/AVAILABILITY PROBLEM - the existence of a shortage or a surplus of raw materials, commodities, end products, or services may pose a threat to the health, safety, or well-being of the citizens of the State. When such a situation develops and the normal market functioning is unable to resolve the problem, a Resource Management/Availability Problem has developed. Since the market-place is continually confronted by adjustment requirements, it is important to point out that the State's involvement occurs only when:

- the situation poses a threat
- it would have a broad impact, and
- the market-place is unable to rapidly resolve the situation.

Throughout this document, the terms availability and management will be interchanged. We view these terms as having the same implications for the State.



## II. SYSTEM DESIGN/PHILOSOPHY/ROLE DEFINITION

### A. SYSTEM DESIGN

The action of the State of Iowa to manage resource availability problems is best viewed as a system containing three elements:

1. Surveillance Element
2. Response Element
  - a. Preparation Phase
  - b. Initial Phase
  - c. Supplemental Phase
3. Termination Element

The relationship between each of the elements is depicted in Chart #1.

#### 1. Surveillance

To effect a rapid response, which may lessen the impact of a problem, requires the ability to detect and assess, at an early stage, the existence of potential causal conditions. The existence of an informal monitoring network consisting of the coordination agency, key agencies, and individuals with knowledge of particular resources, provides the State with this necessary capability.

#### 2. Response

##### a. Preparation Phase

Once a resource problem has been identified and an initial assessment has been performed, a decision may be made by the Governor to initiate the response actions of the State. The initial phase

of the State's response involves activities designed to provide the Governor with additional information concerning the threat and with potential alternative courses of actions in the form of a draft contingency plan. Based upon this advisory, the Governor may formulate a specific course of action designed to rectify the problem.

2. Response

b. Initial Phase

At the direction of the Governor, certain non-obligatory steps are normally taken first in an attempt to obtain a solution to the problem.

2. Response

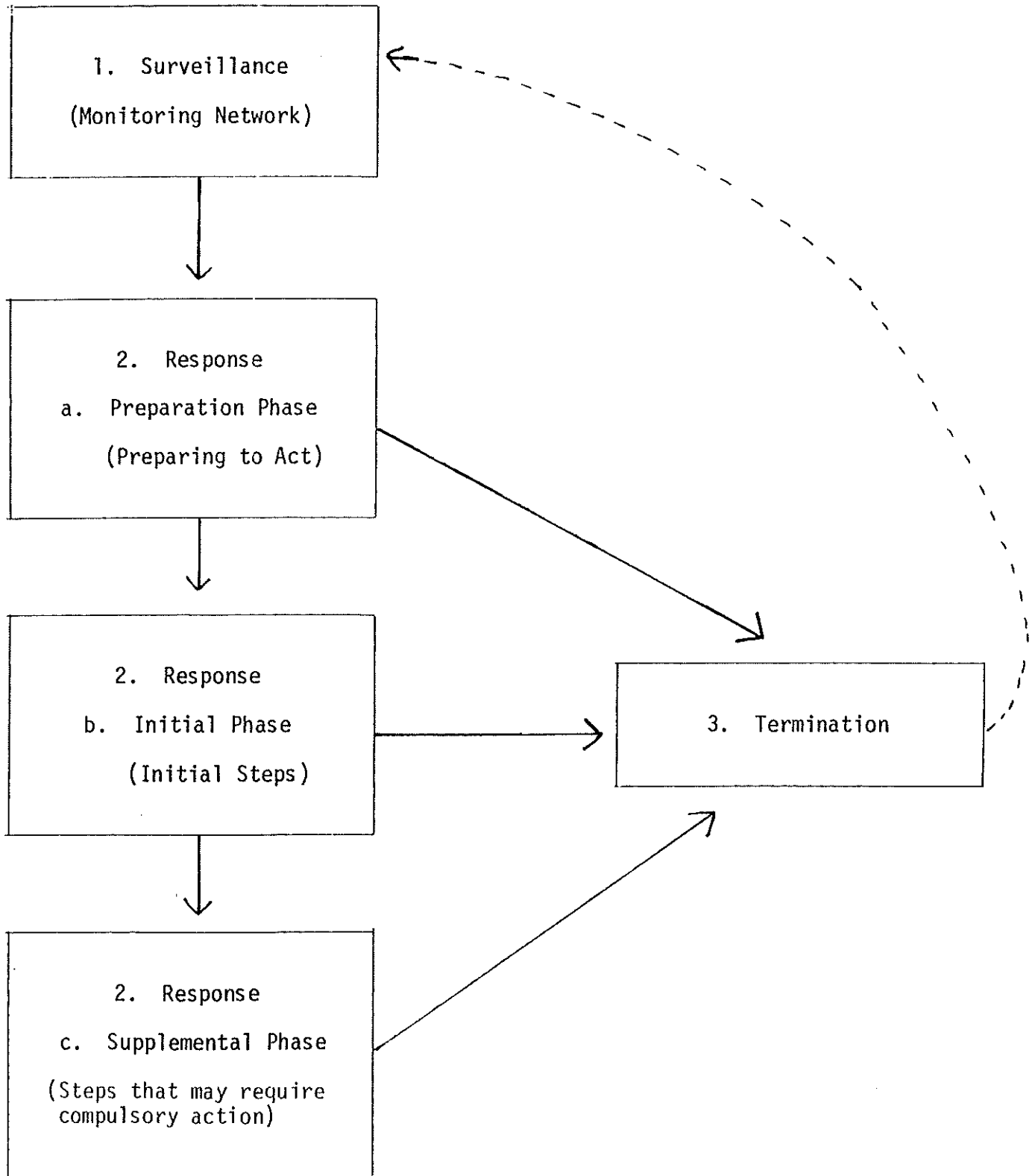
c. Supplemental Phase

If the initial steps taken do not seem to be reaching a solution or if the impact of the resource availability problem is of such a magnitude, the Governor may implement certain compulsory measures. Upon implementation of these measures, the steps available under the initial phase would already have been or will be initiated.

3. Termination

Immediately upon solution of the problem and the remedying of its causal conditions, the State terminates its actions and returns to the surveillance of existing conditions. The State then conducts a critique of its actions and issues a final report.

RESOURCE MANAGEMENT OPERATIONS



B. STATEMENT OF OPERATING PHILOSOPHY

The State of Iowa's Resource Management Program entails a continuous process designed to identify and rectify resource availability problems. Several simplistic concepts constitute the State's operating philosophy for this program:

- to the limit of its ability, the existing market mechanism will be allowed to function independently to solve the problem;
- when the existing mechanism is unable to resolve the problem, the State's Resource Management Program coordinates and directs the employment of resources to obtain a return to normalcy;
- actions of the State are predicated on thorough assessments of the conditions which created the problem;
- monitoring of the conditions is a constant process intended to generate current information descriptive of the ongoing situation;
- representatives of the private sector are involved in policy making and policy implementation to the greatest degree possible consistent with the development of an effective, impartial solution to the problem;
- higher level authorities are kept abreast of the problem and relevant assistance is solicited when required;
- attempts to prevent or rectify the problem are initiated at the lowest level possible in accordance with available resources and authority;
- response to the resource availability problem(s) occurs in the implementation of a comprehensive, consistent contingency plan;
- individual response techniques, contained in the contingency plan, are implemented along a continuum running from voluntary measures to compulsory controls;
- termination of the State's response actions occurs at the earliest point possible consistent with the ability of the normal market mechanism to resume effective control of the problem area.

C. ROLE DEFINITION:

1. GOVERNMENT

The State government is responsible for:

- the identification and monitoring of potential and existing resource availability problems,
- the development of response techniques which utilize existing market mechanisms to the fullest extent possible,
- formulation of the various response tools into a comprehensive program designed to reduce and eradicate the resource availability problem,
- coordination of private and public representatives in the development and implementation of the various response programs,
- coordination with Federal and local governments to develop and implement response programs.

2. PRIVATE SECTOR

It is the responsibility of private individuals, entities, and organizations to support the activities of the local, State, and Federal governments in identifying, monitoring, and responding to resource management problems.

Support by the private sector entails:

- participation on the Priorities Board,
- acceptance and implementation of response guidance,
- development of procedures to implement requested programs.

3. PRIORITIES BOARD (See Definitions)

The Priorities Board:

- provides technical expertise to ascertain the nature and severity of resource availability problems,
- advises the Governor, through the Coordination Agency, in the development of a program (Contingency Plan) which addresses each aspect of the problem,
- ascertains the most effective response techniques available for inclusion in the Contingency Plan,
- implements the State's response upon the order of the Governor,
- evaluates the services of the State's response and recommends additional actions.

4. COORDINATION AGENCY (See Definitions)

The Coordination Agency plays the critical role during each phase of the State's Resource Management Operations.

Responsibilities of this agency include:

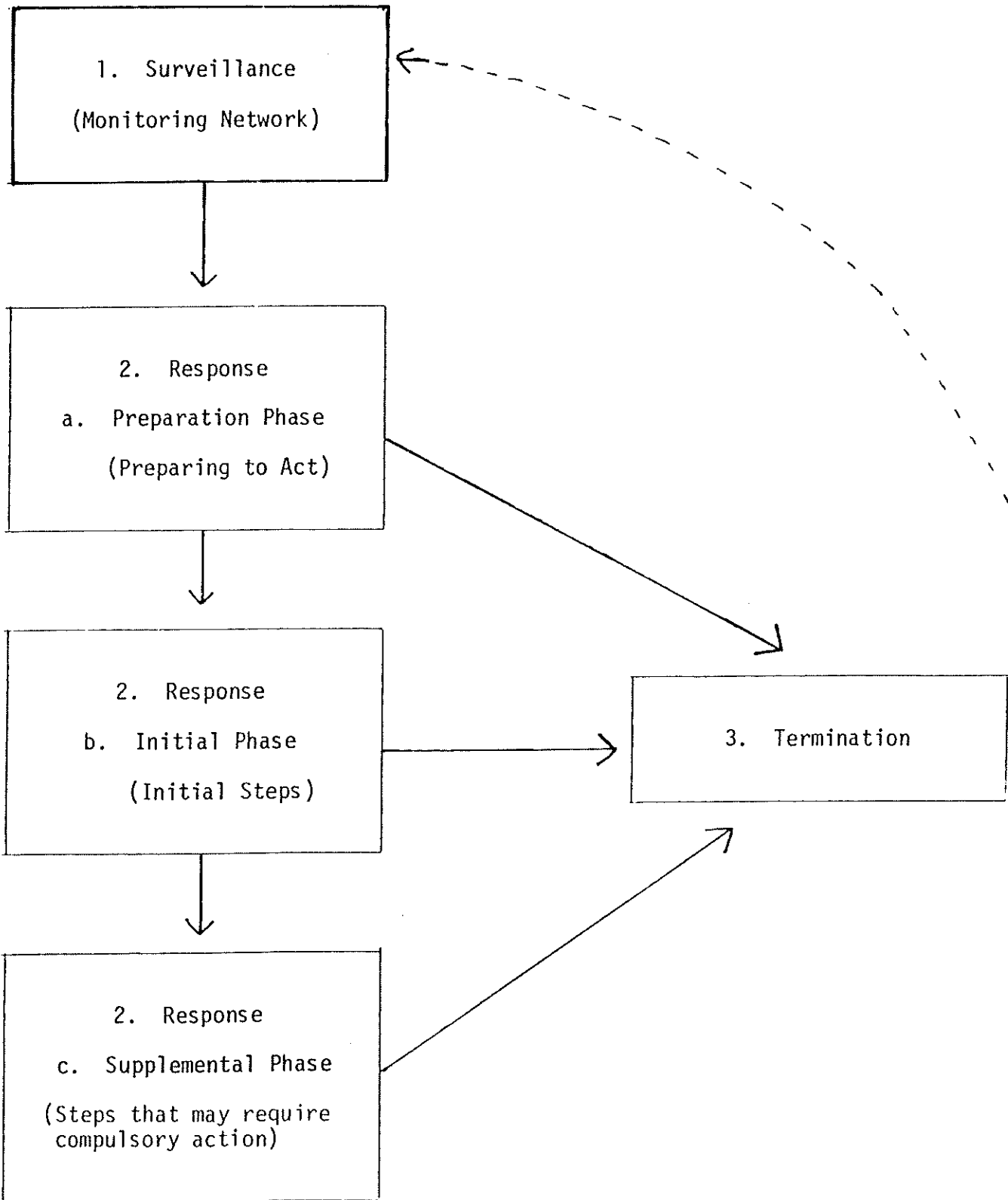
- coordination of monitoring activities to rapidly identify emerging problems,
- collection of data and analysis of information, with the appropriate key agencies, to ascertain whether a resource problem exists,
- notification of appropriate officials concerning the potential or existing problem area,
- coordination of the response of the State to the resource availability problem.

5. KEY AGENCIES (See Definitions)

Each key agency plays an important role, utilizing its existing resources, in identifying and responding to resource availability problems. Their functions are as follows:

- monitoring of existing market and related mechanisms to identify the development of resource management problems,
- prompt notification of the Coordination Agency of the threat or existence of problem areas,
- development of detailed data which is descriptive of the potential or existing problem and its impact,
- development of a general analysis of all relevant information to determine whether a potential problem exists,
- transfer of relevant data to the Coordination Agency,
- when called upon by the Governor, participation on the Priorities Board during each phase of the response.

RESOURCE MANAGEMENT OPERATIONS





### III. RESOURCE MANAGEMENT OPERATIONS

#### OUTLINE OF ELEMENTS

##### 1. Surveillance Element

- a. Monitoring
- b. Notification
- c. Data Collection
- d. Analysis of Information
- e. Appraisal of Officials

##### 2. Response Element

###### a. Preparation Phase

1. Activation of the Priorities Board
2. Supplement Monitoring Network
3. Analysis of Situation
4. Development of Response Techniques
5. Draft Contingency Plan
6. Recommendation to the Governor
7. Finalization of Contingency Plan

###### b. Initial Phase

1. Continuation of Surveillance
2. Public Statements and Appeals
3. Appeals to Industry
4. Promulgate Contingency Plan
5. Expedite Resource Distribution
6. Government as Model
7. Support from Other Jurisdictions
8. Draft and Introduce Emergency Legislation

###### c. Supplemental Phase

1. Declaration of a State of Emergency
2. Implement Emergency Legislation
3. Resource Measures/Controls
4. Economic Measures/Controls

##### 3. Termination Element

- a. Suspend Response Activities and Return to Normalcy
- b. Critique
- c. Final Report

As outlined in Section II A - "System Design," the State's Resource Management Program consists of three sequential elements (chart #1). The remainder of this document will discuss each of the elements in detail.

1. SURVEILLANCE ELEMENT

The actions taken under this element are intended to answer the following question:

"Does a resource availability problem exist, and if so, what is its nature?"

a. Monitoring

Potentially the most important component of the State's Resource Management program, this activity involves the continuous monitoring of the existing market mechanisms by the various key agencies and individuals who are knowledgeable of their functioning. Agencies and individuals who interface with the individual market components through regulatory, administrative, or informational processes, are best able to sense a disruption in the mechanism's normal functioning. This early detection of a significant alteration in either the supply or demand side of the market equation, enables the State to initiate steps to develop an answer to the aforementioned question.

Each individual and agency listed as a Key Agency (Annex I) is responsible for monitoring the market mechanism in the field of its expertise.

b. Notification

Upon identification that a significant change has or may be occurring in a market equation, the identifying agency or individual notifies the Coordination Agency of its findings. This notification

is initially performed verbally and is followed up by a brief memorandum which describes the situation and the reasons which prompted the notification.

c. Data Collection

Upon receipt of the initial notification, the Coordination Agency attempts to rapidly accumulate information concerning both the market and the potential problem. To accomplish this objective, the Coordination Agency utilizes the identifying Key Agency to develop details concerning the existing conditions, the nature of the availability problem, and, most importantly, its impact upon the State. In addition, the Coordination Agency contacts other individuals and agencies with knowledge in the field to determine if they have detected the reported or related conditions. Existing administrative networks which extend across the State may also be utilized to provide reports on the situation within their jurisdiction.

Throughout this period, the Coordination Agency and the identifying Key Agency exchange information which may serve to structure or refine the ongoing data collection. This coordination process insures that the agencies involved do not expend valuable energy pursuing questions which have already been resolved.

d. Analysis of Information

At a point in the data collection process, the Coordination Agency determines that sufficient information exists to make an initial analysis. Together with the identifying Key Agency and other involved individuals and agencies, the Coordination Agency analyzes the information to determine if the identified market alterations pose a significant threat to the State and its inhabitants. The initiation of this

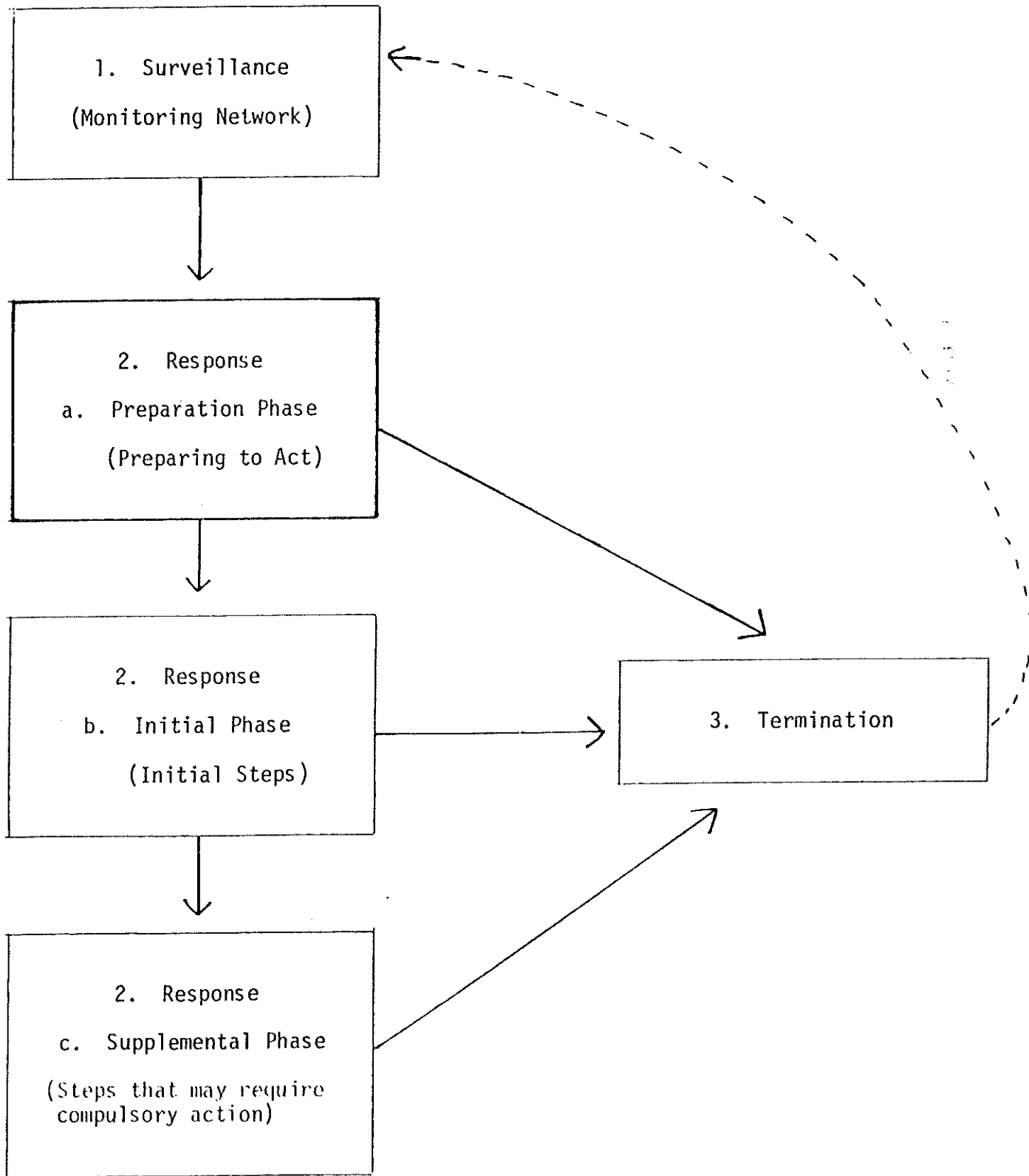
analysis occurs as early as possible consistent with the availability of adequate information.

e. Appraisal of Officials

The findings of this analysis are formulated into a concise report by the Coordination Agency which it transmits to the Governor for his evaluation. This report contains a recommendation as to if further resource management operations should be initiated. The Governor may elect to convene a meeting of the involved agencies to provide him with a comprehensive description of their findings. Predicated upon his evaluation, the Governor may determine that further information is required and will therefore direct that further data collection and analysis occur. If the facts so indicate, the Governor may determine that a resource availability problem does not exist and will, therefore, direct a return to a monitoring posture.

If he determines that the information available indicates that a resource availability problem does exist, which constitutes a significant threat to the State, the Governor directs that the State initiate a formal response to the problem.

RESOURCE MANAGEMENT OPERATIONS



## 2. RESPONSE ELEMENT

The response element of the State's program involves three distinct phases, each of which is implemented at the direction of the Governor.

The three phases involve:

- (a) preparing to act (Preparation Phase)
- (b) initial steps of an optional nature (Initial Phase)
- (c) steps that require compulsory action (Supplemental Phase).

### 2.a. PREPARATION PHASE

To effectively prepare its response to a resource availability problem, the State pursues several sequential, developmental steps.

#### (1) Activation of the Priorities Board

Following his evaluation of the report, provided as a result of the surveillance activities, the Governor may determine that a State level response is required. At his direction, appropriate representatives of key agencies and individuals with expertise in the field are called upon to serve on the Priorities Board during the emergency. At that point, the Governor selects an agency to serve as the formal coordinator of the activities of the Priorities Board.

#### (2) Supplement Monitoring Network

To develop additional descriptive data and information concerning the problem area, the Priorities Board identifies additional sources of information related to the problem area. These sources complement the activities of the Information Network developed during the Surveillance Element.

Utilizing these information sources, a systematic reporting network is established to keep the involved agencies abreast of the developing situation. The individual sources report through their representatives on the Priorities Board or, if applicable, directly to the coordinator of the board.

### (3) Analysis of Situation

As its first major act, the Priorities Board meets to analyze the known information concerning the problem area. The analytical process, which is initiated by this act, continues throughout the State's response to the problem.

The Priorities Board utilizes the report developed for the Governor during the surveillance element as its point of departure. The additional information being provided by the reporting network is evaluated as it is made available to the Priorities Board. This analytical effort is directed at the development of a comprehensive picture of the problem area, the causal influences which contributed to its development, and its direct and indirect impact on the State.

At a minimum, this analytical process entails an examination of both the supply and the demand situations, to include an evaluation of their inter-relationship, to determine the extent and criticality of the management problems. Aspects of the supply situation which are examined include:

- productive capacity and current output of the industry with past performance data to show the output trend;
- accumulated inventory and rate of drawdown;
- available supply of raw materials necessary to continued production, from where and in what amounts it is furnished and the current delivery situation;

- distribution pattern and load; how and where disrupted; how to re-constitute or maintain;
- prospects for increasing output, for obtaining acceptable substitutes, for improving efficiency in production and distribution.

Aspects of the demand situation which are scrutinized include:

- normal use patterns and its crucial nature, who requires how much and at what rates;
- how normal delivery is achieved, brokerage operations and market relationships involved, how disrupted and prospects for reconstitution of patterns;
- acceptable levels of austerity, of substitution, how this varies with different users;
- how demand may be decreased through conservation and other measures.

This analysis of the demand/supply relationship generates a comprehensive statement on the problem. This statement addresses the following:

- where resource management problems exist (supply or demand imbalance);
- the primary and secondary effects of the imbalance, effects on essential services, and a general evaluation of the overall impact of the problem;
- potential solutions to the problem affecting either the demand or the supply side of the equation.

#### (4) Development of Response Techniques

Of primary importance to the Priorities Board is the development of specific response techniques (tools) needed to counteract the effects of the problem.



The large number of alternatives available to the Priorities Board falls into two categories:

- those of an optional nature which request action on the part of private business and/or the public,
- those of a compulsory nature which compel action on the part of private business and/or the public.

Each of the different techniques will be discussed in detail in Sections 2-B (Initial Phase) and 2-C (Supplemental Phase) below.

(5) Draft Contingency Plan

Following the determination that certain techniques may be valuable to the State's response, the Priorities Board formulates a draft contingency plan. This document enumerates a systematic response to the problem. It normally contains the following components:

(1) Problem Statement

- a statement of the potential threat or existing problem(s) which confronts the State

(2) Setting

- a summary of how the problem developed, its existing or potential impact and pertinent facts and data concerning the problem

(3) Response Technique

- an enumeration of each technique which may be utilized, to include the intended result of each action, divided into primary and secondary phases

(4) Sequence

- a statement concerning the events which will cue the implementation of different actions

(5) Additional Documents

- annexes to the plan which enlarge upon the statements made in part 1-4.

The development of this document is a continuing process until such time that the Priorities Board determines that a recommendation to the Governor is required.

(6) Recommendation to the Governor

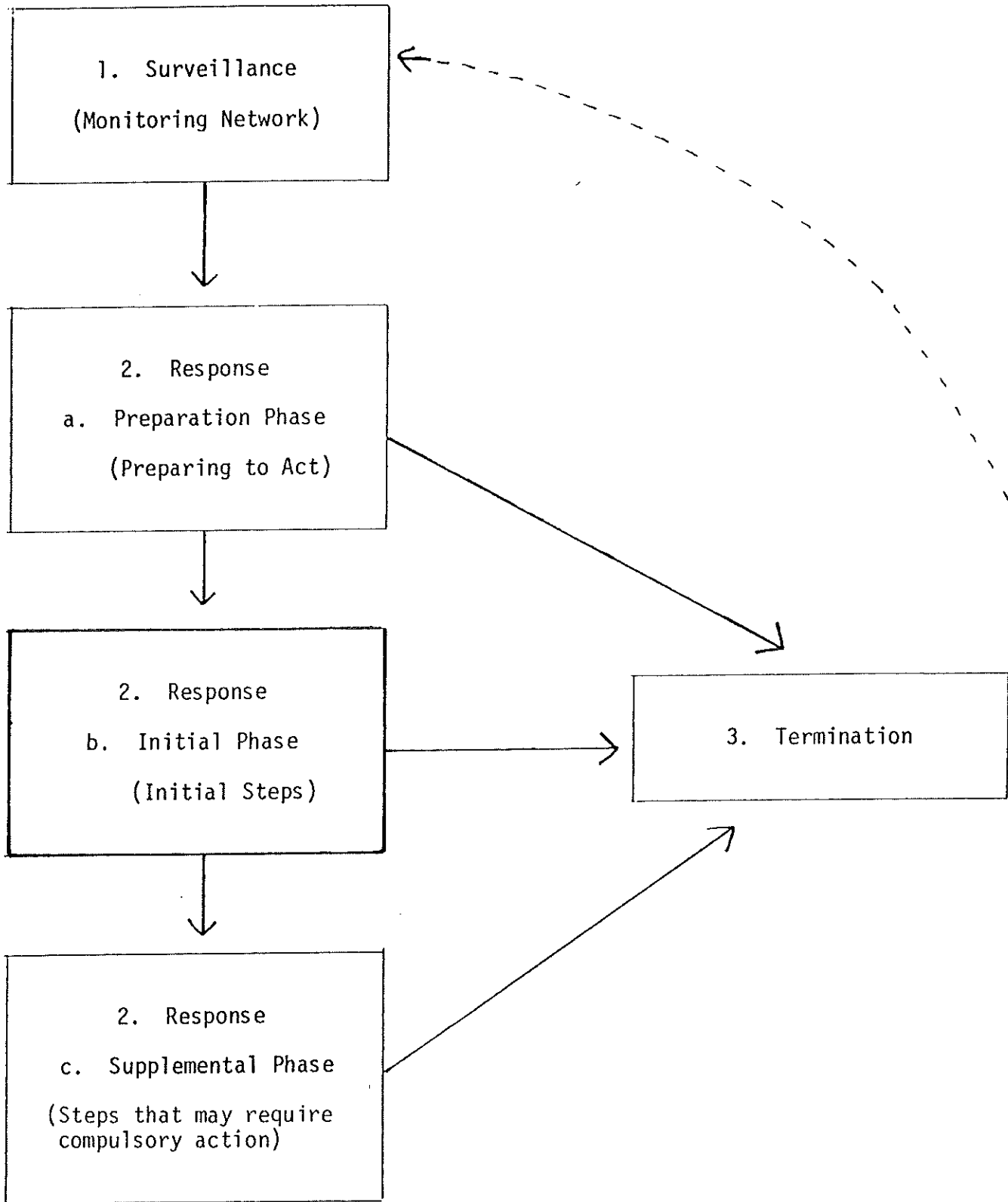
The Priorities Board utilizes the draft contingency plan as its recommendation to the Governor concerning the appropriate response of the State to the problem. All viable options are included in the document with appropriate comments of the Board concerning their view of the technique. At the direction of the Governor, members of the Priorities Board may be called upon to brief him on the plan.

(7) Finalization of Contingency Plan

Upon his receipt of the Board's recommendation, the Governor assesses the available information contained in the draft Contingency Plan. Based upon the Governor's assessment, the State's course of action will be developed into a final Contingency Plan by the Priorities Board. As required, additional steps may be added to the Plan throughout the State's response.

At the Governor's direction, the State will initiate its response or will revert to the monitoring activities of the Surveillance Element. Implementation of the Contingency Plan is performed by the Priorities Board with the support of available State and local agencies.

RESOURCE MANAGEMENT OPERATIONS



## 2.b. INITIAL PHASE

In developing the Contingency Plan, the State has a number of actions available to it, which are designed to bring about a "voluntary" response on the part of the public and/or business and industry.

Selection of the appropriate options for inclusion in the Contingency Plan is predicated upon the conditions which generated and surround the problem.

### (1) Continuation of Surveillance

Throughout the State's response to the resource management problem, the monitoring network continues to develop and transmit information concerning the phenomena and its impact.

Development of timely information enables the Priorities Board to determine the effectiveness of the individual actions in obtaining the desired responses. In addition, the network provides cueing signals for implementation of the individual measures.

### (2) Public Statements and Appeals

An effective tool available when confronted by a management problem is the issuance of statements and appeals to the public. The initial step in this process involves the dissemination of a statement by the Governor which describes the existing problem and its current and potential impact. Coupled with this statement, the Governor requests the support of the citizens of the State in solving the problem.

Following the initial statement, the Priorities Board prepares for the Governor's office, a number of press releases which request a specific response from the people. These public statements, which are released periodically throughout this Phase, are designed to appeal to the individual's self-interest as well as to the common good of society. Support from

officials and respected leaders of the community is solicited and utilized at public forums and through the media. Specific actions requested of the citizenry may include:

- reducing demand through conservation
- substitution of alternative items
- reduction of waste.

(3) Appeals to Industry

Direct contact by the Governor to the involved industries/businesses often influences them to take specific steps to alter the existing market imbalance. These contacts serve both to strengthen the resolve of the involved business leaders and to obtain cooperation from organizations which are reluctant to alter their normal activities. This act helps to formulate a consolidated team approach to the problem in lieu of a series of independent, random responses. Industry/business may be asked to:

- decrease reliance on a given service or product
- alter the availability of individual products or services through adjustments in production or transportation schedules
- implement a conservation or waste reduction program.

This action of the Governor is a powerful tool which, in many cases, serves as the major effort of the State during this Phase of the State's response. Private industry/business has extensive inherent abilities to resolve market-related problems which the State attempts to utilize through this activity.

(4) Promulgate Contingency Plan

The dissemination of the Contingency Plan to the members of the Priorities Board is normally performed upon its completion. Determination of whether the entire Contingency Plan is to be disseminated beyond this level is a

question to be answered during the planning process. Since overdistribution of the plan may lead to the compromising of critical information, it is a matter of general policy that the distribution of the plan is made only to the individuals and organizations which require it for their response. Overdistribution of the plan may generate nonproductive commentary from individuals who will be affected by implementation of specific components. This may serve to restrict the State's response. It is imperative that the State have freedom of action in its implementation of its Contingency Plan.

It must, however, be remembered that the timing of the individual steps is most important to the success of the plan. It is therefore important to disseminate the needed portions of the plan, with appropriate additional guidance, to the appropriate individuals and agencies well in advance of their scheduled implementation.

Certain elements of the State's planned response may be utilized as a wedge to obtain a certain response from the public or from private business/industry. By notifying them of the potential actions which the State is considering, a more favorable reaction to the initial appeals may be forthcoming. This form of arm twisting can be performed through the media or directly to individual organizations. It is imperative that the State be prepared to implement these actions or policies.

#### (5) Expedite Resource Distribution

In certain situations the availability problem may be caused by an inadequate distribution of the available product or service. The State may aid in rectifying this problem by identifying the location of the resource and expediting its distribution through its channels. The key to this action is

cooperation between private industry/business and the State. The Priorities Board has the ability, as a representative of the State, to secure the release and transportation of given resources. If required, State agency support may be provided to physically relocate critical resources. These actions of the State are designed to induce a given response from industry/business once the bottleneck in the distribution chain has been identified and a potential remedy devised.

Throughout this Phase, the Priorities Board attempts to obtain voluntary cooperation from the private sector and does not resort to formal authorities available to the State.

(6) Government as Model

The Governor may elect to have agencies and boards under his control implement various conservation and waste reduction practices. This act not only serves to reduce the demand for a given commodity or service, but also provides an excellent example for the private sector. In this manner, individual conservation practices can be given a trial run to establish their validity with the public. State agencies can also be utilized to disseminate information to their clientele and employees on recommended conservation practices. This utilization of State agencies contributes to the "team approach" concept which is an integral part of the overall response.

(7) Support from Other Jurisdictions

A valuable aid to the State during a Resource Management problem can be assistance from other political jurisdictions not affected by the problem. Upon the Governor's request, other states may provide direct or indirect support to reduce the problem. Other states may be called upon to expedite the release or transportation of resources or to provide the resources from their own supply or stockpile.

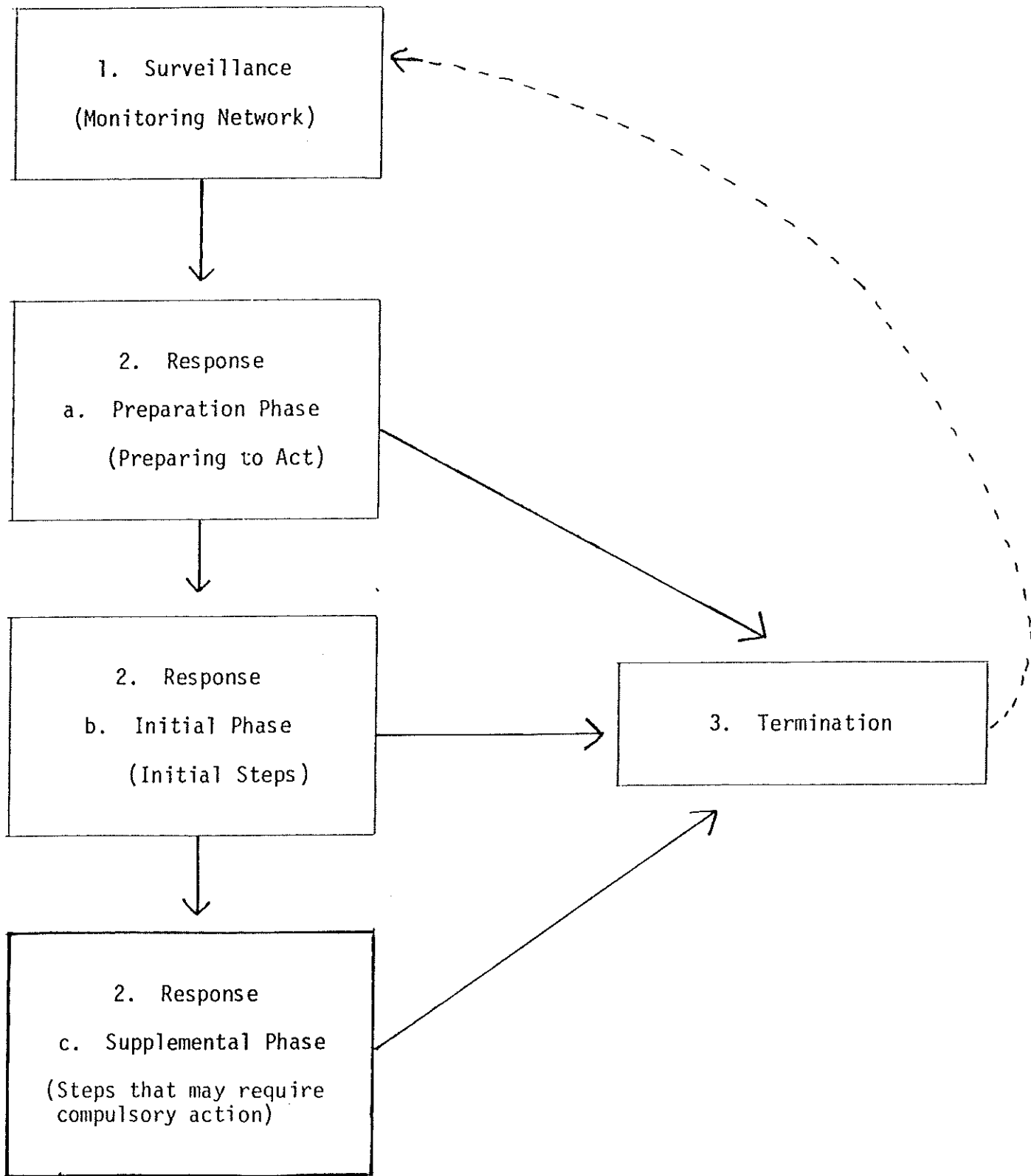
(8) Draft and Introduce Emergency Legislation

An important component of the State's response may be the decision to implement certain legal controls or constraints or to pursue other steps which require a legal base. Section 29C of the Code of Iowa provides the Governor with detailed powers in a crisis, the implementation of which does not require legislative authorization. However, in certain cases the Governor may elect to solicit legislative endorsement of the State's proposed actions. This endorsement may require the passage of legislation. Additionally, the legislature may be called upon to authorize certain activities of the State in situations where the Code is unclear.

Although the passage of the legislation would occur during the Supplemental Phase of the State's response, the Priorities Board would develop the required legislation as early as it is identified that it may be required.



RESOURCE MANAGEMENT OPERATIONS



## 2.c. SUPPLEMENTAL PHASE

During the Preparation Phase the Priorities Board may determine that the State needs to implement certain actions which compel a response from the private sector. These measures are incorporated into the Contingency Plan as the Supplemental Phase. Depending upon the existing conditions, this phase may be implemented following or simultaneously with the Initial Phase. These measures are utilized in conjunction with the primary measures and are not intended to preempt them.

Selection of the appropriate options for inclusion in the Contingency Plan is predicated upon the conditions which generated and surround the problem.

### (1) Declaration of a State of Emergency

To utilize the powers available to him under Section 29C of the Code, the Governor must proclaim a State of Emergency for the affected areas. This proclamation stipulates the reasons for the State of Emergency, its duration, and the affected area. The Governor may also choose to stipulate the actions he has directed the State to take.

### (2) Implement Emergency Legislation

Although the Governor has extensive emergency authority under existing legislation to handle resource problems that arise, certain conditions may not be clearly defined under the law. In these situations, or in cases where it is determined that legislative endorsement of specific actions is worthwhile, the emergency legislation drafted and introduced in the Initial Phase will be enacted by the legislature.

### (3) Resource Measures/Controls

3.(a) Mandatory conservation - an extension of conservation initiated

in the Initial Phase. If voluntary conservation requests are ineffective or insufficient to reduce the supply pressures on a scarce resource, mandatory conservation controls can be effectively utilized.

3.(b) Priorities and curtailment - control over the general distribution of a product or service by giving preference to essential activities and curbing or curtailing others.

Priorities controls, because they are more general in nature, are easier to apply than other controls. The priority controls may be pervasive or tiered. Under a pervasive system, all high-urgency essentials are accorded equal priority, while under a tiered system there may be first, second, third, or more categories. The type used depends on the resource and circumstances, but in all cases it is usually necessary to make provisions for authorized exceptions. Priorities should also be compatible within and among adjoining areas.

Some high priority activities might include, but are not limited to:

- Health, medical, dental, nursing, and supporting services
- Police, firefighting, and emergency aid services
- Human lodging, including consumable supplies for residences and apartments in continuous occupancy (not resort)
- Farming, dairy, and fishing activities and services directly related to the production and processing of food
- Public passenger transportation, but excluding tour and excursion services
- Common carrier transportation, with highest priority for perishables
- Public utilities, including water, sanitation, and heating and electrical power, except as limited by conservation or curtailment
- Essential communications

- Business, financial, and retail trade activities determined essential to the economic viability of the area, including drug and grocery trucks, but excluding entertainments
- Government essential activity

The other side of priorities is curtailment. When it might not be necessary to establish priorities, as when most needs of the community can be met, then some activities, entertainments, and tourism, are usually the types excluded.

3.(c) Allocation and Quotas - control over explicit distribution of products or services by parceling out quantities of the resource among various consumers or users according to determined essentiality of need.

Allocations, the granting of specific allotments of the short resource to essential users, are more difficult to apply than priorities, but are more equitable. The simplest method of applying allocations is to state, in the implementing regulations, the percentages of a base period of supply allowed to users. Some users may receive 100 percent while others receive some lower percentage based on the desired cutbacks. Allocations may be applied at any phase of the supply or distribution chain, but must automatically extend backward from there to earlier processes. For example, if applied to the secondary (retail) outlet level, it must extend to primary (jobbers, brokers, wholesalers) distributors of products, to production output, and to the supply of manufacturing or producing industry. On the other hand, if applied at the industry output level it extends back only to supply the level necessary to achieve that level of output.

Implementation can be accomplished by self-certification to suppliers by

authorized users, with stiff penalties against excessive claims or abuse, or by utilizing a state agency to implement the program. The supplier is required to make "set-asides" based on requirements to supply the categories of essential users.

3.(d) Rationing - direct control of items purchased by consumers.

Rationing is regarded as a "last resort" measure, to be used only in problems of extreme or critical condition, and after other methods have failed. However, under extreme shortage conditions, rationing may be the only means for assuring equitable distribution among consumers. Rationing may be imposed through the distribution system as in the instance of "one to a customer" or "ten gallons a week" retail outlet sales. The more equitable form of ticket or coupon rationing takes time to get into operation because of the administrative machinery required. However, if an acute shortage persists, it may have to be imposed.

Rationing, like other direct economic controls, is an intrusion into the marketplace which attempts to bring demand, administratively into equilibrium with a reduced supply. Rationing, unlike allocation, is usually thought of in terms of the end product/ultimate consumer transaction at the retail level. It must, however, be backed by allocations at the producer and/or wholesaler levels with the expectation that they will distribute the shortfall to the ultimate consumer.

Three major reasons are given for the imposition of a consumer rationing program:

- (1) As supportive of a price control program, rationing can be visualized as helping to take the pressure off prices.
- (2) To ensure an equitable distribution of scarce goods and/or services.

(3) As a constriction of demand to fit a reduced supply without price control.

(4) Economic Measures/Controls

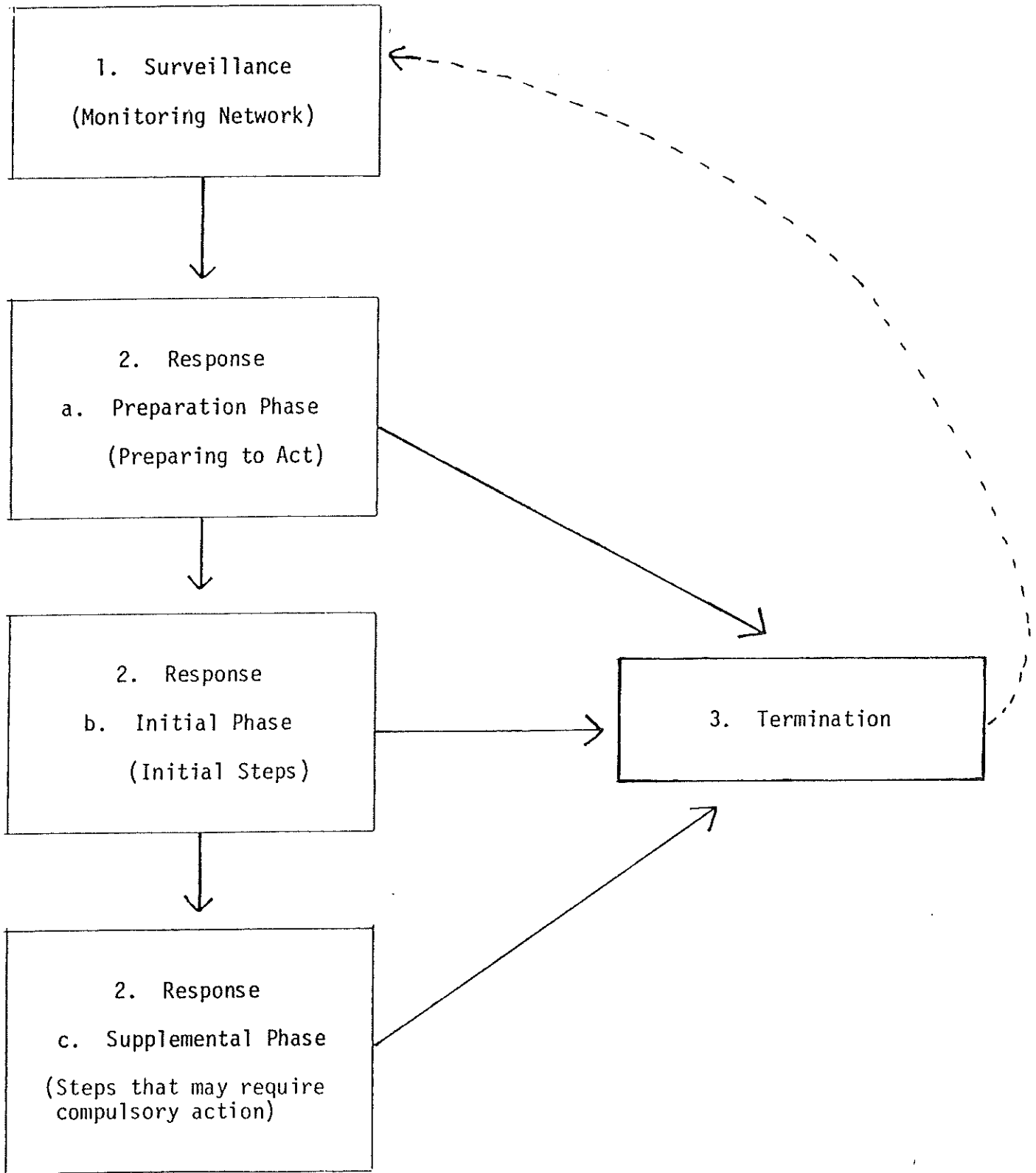
4.(a) Adjust regulatory measures - certain regulations may be waived or modified during, or to forestall, a resource problem. Weight and/or dimension restrictions on trucks, for example, may be waived to facilitate the movement of essential goods. Money and credit controls may provide constraints on or incentives to stimulate purchasing power, investment and spending. These measures are achieved by controlling the availability of cash and credit through banking and similar institutions.

4.(b) Financial measures - the budgeting, funding, contracting, spending, and lending functions of government. These measures may include loans to a failing business, purchases of products, or guarantees of sales of certain materials.

4.(c) Fiscal measures - the taxing power of government. Fiscal measures may be effectively used to restrain inflationary trends or to induce changes in purchasing practice. Special excise and other taxes to deal with the problem may require special authorizing legislation.

Although these economic measures may be useful in handling a severe resource problem, resource controls would be the most common measures used by the State.

RESOURCE MANAGEMENT OPERATIONS



### 3. TERMINATION ELEMENT

#### a. Suspend Response Activities and Return to Normalcy

The suspension discussed here does not refer to the selective suspension of any individual action, but rather the termination of all response actions. This phase will be initiated whenever it is determined that normal governmental and market functions can once again handle the situation.

A major premise of the Resource Management Plan is that the active response of the State will be terminated as soon as possible. This premise refers to any response actions of the State.

#### b. Critique

Following the termination of the active response to the problem, the State initiates steps to evaluate the success and failures of its actions. To develop a thorough critique, each member of the Priorities Board and each involved agency is asked to prepare a written report for submission to the Coordination Agency. Based upon the records developed during the response period, each report addresses itself to the following questions:

- What actions was the agency or individual called upon to perform?
- How did the agency or individual perform the requested actions?
- What is the agency's or individual's view of the effectiveness of their activities? What was the response of the audience vs the intended response?
- Would additional steps have been worthwhile?
- Does the agency/individual have any critical comments to make concerning the response?
- Does the agency/individual have any suggestions for future response activities?



c. Final Report

Upon the receipt of the individual critiques, the Coordination Agency compiles a draft final report addressed to three questions.

1. What prompted the State's response and what actions were implemented?
2. What was the effectiveness of the State's response?
3. What recommendations can be made for the future?

Upon its completion of this draft document, the Coordination Agency convenes a meeting of the Priorities Board to evaluate its contents. Upon the agreement of the Priorities Board, the draft final report is developed into final form by the Coordination Agency. This report is then submitted to the Governor for evaluation. Subsequent to his review, the Governor may direct that individual recommendations contained in the final report be implemented.

ANNEX I

LIST OF KEY AGENCIES

LOCAL

1. Sheriff
2. County/Municipal Disaster Services
3. County Extension
4. Other Local Agencies as the Situation Dictates

## LIST OF KEY AGENCIES

### STATE

1. Volunteer Service Organizations
2. State Extension
3. League of Municipalities
4. ISAC
5. Health Department
6. D.E.Q.
7. Commission on Aging
8. Commerce Commission
9. State Agriculture
10. National Guard
11. Natural Resources
12. Public Safety
13. Social Services
14. State Hygienic Lab
15. D.O.T.
16. Conservation Commission
17. Iowa Development Commission
18. Labor Bureau
19. Other State Agencies as the Situation Dictates

LIST OF KEY AGENCIES

FEDERAL

1. ASCS
2. FmHA
3. S.B.A.
4. H.U.D.
5. F.P.A.
6. FDAA
7. DCPA
8. Other Federal Agencies as the Situation Dictates

## ANNEX II

### LIST OF POTENTIAL PRIORITIES BOARD REPRESENTATIVES

The Official Directory of Contributors to the Iowa Emergency Resource Management Plan provides a listing of representatives in the following fields:

- I. Construction and Housing
- II. Economic Stabilization
- III. Electric Power
- IV. Food
- V. Petroleum Gas, LP Gas, and Solid Fuels
- VI. Health
- VII. Industrial Production
- VIII. Manpower
- IX. Transportation Services
- X. Water
- XI. Telecommunications
- XII. Public Information

Individuals listed in the Directory are available to serve on a Priorities Board when a potential resource management problem has been detected.

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