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# DISASTER SERVICES MANAGEMENT

## LOCAL GOVERNMENT'S ROLE

Supervisors, Sheriffs, Mayors

INSTITUTE OF PUBLIC AFFAIRS  
The University of Iowa, Iowa City

*in cooperation with*

The Iowa Office of Disaster Services  
Des Moines, Iowa

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DES MOINES, IOWA



This document supersedes "Planning for Disaster:  
Local Government's Role in Civil Preparedness" dated  
August, 1975.

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## FOREWORD

This handbook deals with your disaster preparedness responsibilities in general as a member of the county board of supervisors, the sheriff of a county, or the mayor of a city, and also with the additional responsibilities associated with your membership in the county/municipal disaster services and emergency planning administration.

We certainly must be prepared to save lives and preserve property in the event of natural disaster, major accident, or enemy attack. How do we go about developing this preparedness? What are the specific things we should get done? What kind of federal government funding may be involved? And what kind of person do we need to manage this preparedness effort? What should the rest of us in government be doing?

This handbook answers these and similar questions. It outlines what disaster services consist of. It also describes what should be done to develop those local capabilities for effective action in extraordinary emergencies which are essential to a coordinated response and effective application of all available resources.

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

Donald C. Hinman  
Director  
Office of Disaster Services

Clayton Ringgenberg, Director  
Institute of Public Affairs  
The University of Iowa

June, 1978

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## Chapter 1

### INTRODUCTION

#### Concept of Disaster Services Operations

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

#### Some Key Definitions

EMERGENCY - A sudden, generally unexpected occurrence or set of circumstances demanding immediate action to protect life or property. Such actions are normally handled in a routine manner by law enforcement, fire protection, public works, utilities, and health-medical services.

EXTRAORDINARY EMERGENCY - An emergency which requires the use of resources (personnel, equipment, facilities) and operational procedures beyond those normally available in the affected jurisdiction(s). An extraordinary emergency always requires direction and coordination of response.

DISASTER - Man-made catastrophes and natural occurrences such as fire, flood, earthquakes, tornadoes, windstorm, which threaten the public peace, health, and safety of the people or which damage and destroy public or private property. The term includes enemy attack, sabotage, or other hostile action from without the state.

DISASTER SERVICES - Preparations for, operations during, and recovery from natural or man-made disasters. These actions are broad in scope and include, but are not limited to: disaster plans, mitigation, warning, emergency operations, training, exercising, research, rehabilitation, and recovery.

CIVIL DEFENSE (As a Term) - Means all those activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused or which would be caused by an attack upon the United States, (2) to deal with the immediate emergency conditions which would be created by any such attack, and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. Such term shall include, but shall not be limited to:

- a. Measures to be taken in preparation for anticipated attack;
- b. Measures to be taken during attack;
- c. Measures to be taken following attack.

#### Disaster Services Program Objectives

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

#### Questions to be Answered by Community

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

Disaster Services Program

OBJECTIVES

SUPPORTING ELEMENTS

Protect Life	{ National Fallout Shelter System Local Warning System Radiological Monitoring and Warning System Emergency Broadcast System (EBS) Emergency Public Information
Save Lives and Protect Property	{ Rescue Preserve Property Fire Fighting and Control Law and Order Medical Care Debris Clearance Decontamination
Sustain Survivors and Repair Essential Utilities	{ Food Water Health and Sanitation, including burial of the dead Housing Emergency Welfare Emergency Repair of Facilities and Utilities
Achieve Emergency Operational Capabilities	{ Damage Assessment and Intelligence System Emergency Operation Center Emergency Operations Plans Training and Education Tests and Exercises
Provide Support	{ Communications Transportation Facilities Protection Public Information Federal Assistance Military Support Manage, Distribute, and Use Available Resources Research and Development

Operational Readiness

The operational readiness condition of a community is a measure of the degree to which that community is prepared to accomplish disaster services.

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

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

### Effective Disaster Response

Effective disaster response demands an ongoing planning and operations process. Your most important activities do not take place during a crisis. They take place during normal periods -- when there is no immediate threat to the safety of your community. Although visibility of disaster service activities in the community may be limited between emergencies, the behind-the-scenes work is often the determining factor in a successful emergency effort. Disaster preparedness is a continuous process that demands attention throughout the year. The disaster preparedness cycle might include the following periods:

<u>PERIODS</u>	<u>ACTIVITIES</u>
<p>"NORMALCY"-- BETWEEN DISASTERS</p> 	<ol style="list-style-type: none"> <li>1. Planning, preventive measures</li> <li>2. Building inter-governmental cooperation               <ul style="list-style-type: none"> <li>--Mutual Aid Agreements</li> <li>--Emergency planning sessions</li> <li>--Emergency training exercises</li> </ul> </li> <li>3. Disaster mitigation</li> <li>4. Building community action programs               <ul style="list-style-type: none"> <li>--Industrial preparedness</li> <li>--The Media: Develop disaster services visibility</li> </ul> </li> <li>5. Public Education and Public Relations</li> </ol>
<p>THREAT PERIOD</p> 	<ol style="list-style-type: none"> <li>6. Set up the Emergency Operations Center</li> <li>7. Activate your organizations, or increased readiness procedures</li> </ol>

WARNING PERIOD



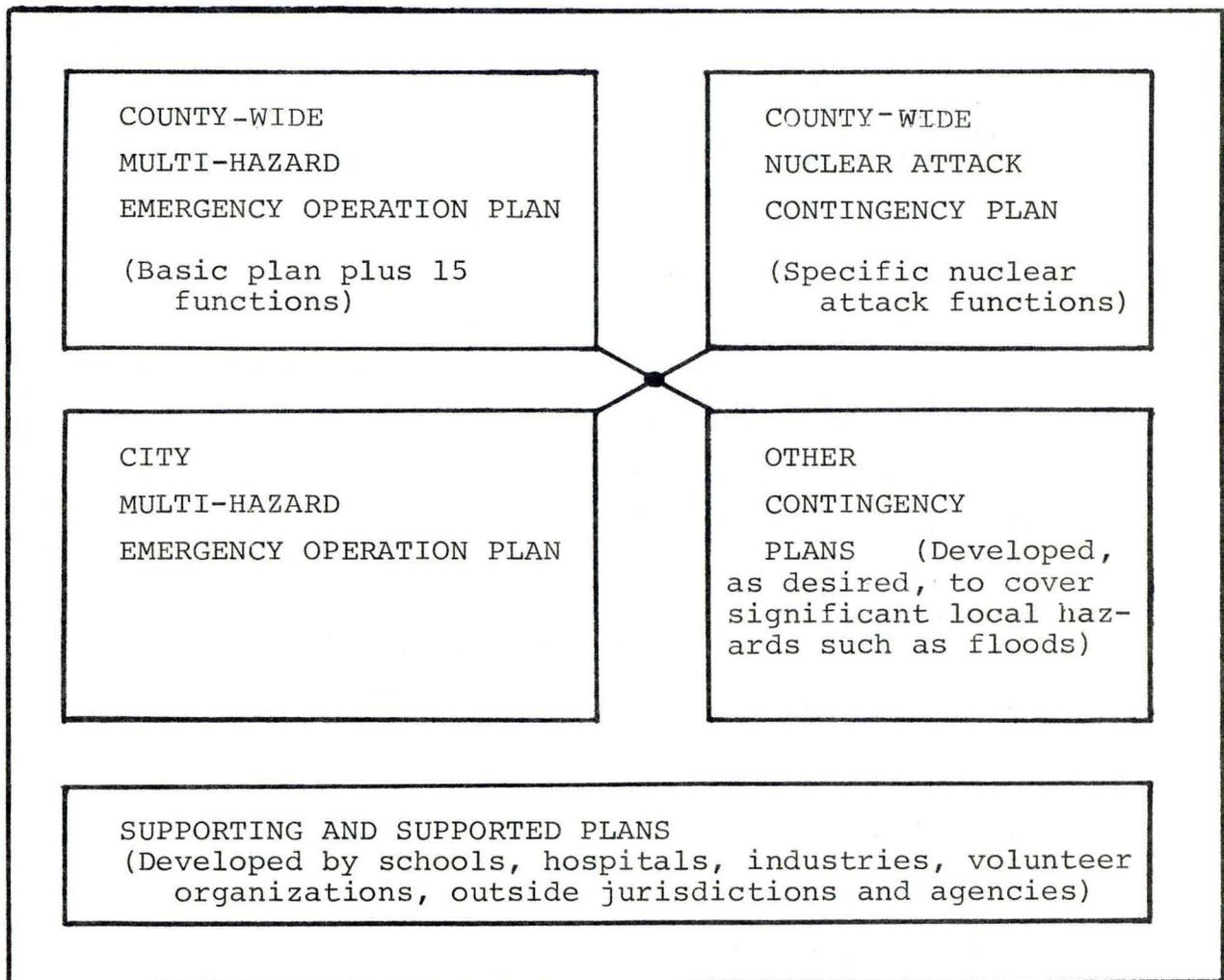
TRANS-IMPACT PERIOD



"NORMALCY"--

8. Activate private organizations
9. Warn the general public
10. Monitor response to warning
11. Upgrade warning (or downgrade warning)
12. Monitor disaster-response operations
13. After-action assessment
14. Planning improvements and revision
15. Feedback and lessons learned

COMPREHENSIVE COUNTY-WIDE DISASTER PLAN



County-Wide Multi-Hazard  
Emergency Operations Plan

A document which describes the actions to be taken in the event of an extraordinary emergency by county government and by city government resources, quasi government agencies, and private organizations which have county-wide emergency operations capabilities. The plan is multi-hazard in scope (covers a variety of disasters) and provides for coordinated response. It references authority, assigns functional responsibilities, provides for direction and control, and the effective use of resources.

EMERGENCY FUNCTIONS

County-wide or Municipal  
Multi-Hazard Plan

WARNING

COMMUNICATIONS

DIRECTION AND CONTROL

EMERGENCY PUBLIC INFORMATION

RESOURCE MANAGEMENT

LAW ENFORCEMENT SERVICES

FIRE PROTECTION

SEARCH AND RESCUE

EMERGENCY MEDICAL SERVICES

EMERGENCY PUBLIC HEALTH AND MORTUARY SERVICES

UTILITIES RESTORATION

DEBRIS CLEARANCE

EVACUATION AND MASS TRANSPORTATION

DAMAGE ASSESSMENT

EMERGENCY WELFARE SERVICES

The Planning Process  
Emergency Planning in a Community

1. Develop among local officials an awareness of the need for emergency planning,
2. Assist local officials in determining how they will operate in a peacetime disaster and nuclear war situation,
3. Assist local officials in determining the general functions to be performed in the emergency situations likely to be experienced,
4. Local officials assign operational (and therefore planning) responsibilities for the emergency functions,
5. Assist those persons responsible for each emergency function in determining what must be done to fulfill that responsibility effectively,
6. Identify the resources, equipment, and personnel required to perform each specific task,
7. Identify the need for procedural guidance and training in the areas of resource applications, information processing and dissemination, and decision making,
8. Document the results of the planning process, and
9. Do all that is necessary to ensure that the plan will work.

Disaster Function Assistance  
Provided By  
Individual Citizens and Volunteer Organizations

- |   |   |
|---|---|
| 1. Direction and Control                                      | 8. Shelter Management Service                               |
| 2. Reserve Auxiliary Law Enforcement                          | 9. Radiological Monitoring                                  |
| 3. Fire Protection Support                                    | 10. Debris Clearance Support                                |
| 4. Medical Support  | 11. Warning and Communications                              |
| 5. Health Service   | 12. Transportation Service                                  |
| 6. Search and Rescue Service                                  | 13. Emergency Public Information Service                    |
| 7. Welfare Service (Food, Clothing, Registration and Inquiry) | 14. Resource Coordination (Manpower, Facilities, Equipment) |
|   | 15. Damage Assessment                                       |

## Chapter 2

### JOINT COUNTY-MUNICIPAL DISASTER SERVICES AND EMERGENCY PLANNING ADMINISTRATION

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

#### Joint County-Municipal Administration

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

It is mandatory that the county board of supervisors and city councils cooperate to form a joint county-municipal disaster services and emergency planning administration. (Sec. 29C.9)<sup>1</sup> Hereafter, this organization will be referred to as the JA.

#### Responsibilities

The JA is composed of one member of the county board of supervisors, the mayor of each city within the county or his or her representative, and the county sheriff. (Sec. 29C.9) Responsibilities of the JA include:

1. The direction, administration, and coordination of disaster services and emergency planning matters in the county.
2. The appointment of a coordinator who is responsible to the JA for the administration and coordination of all disaster services and emergency planning matters throughout the county, subject to the direction and control of the JA. The coordinator's duties also include preparation of a comprehensive county-wide disaster plan and of a county-municipal mutual aid arrangement.
3. The approval of technical, clerical and administrative personnel that the coordinator employs to carry out the purposes of Chapter 29C, Disaster Services and Public Disorders.

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<sup>1</sup> All references are to the Code of Iowa, 1977, unless otherwise indicated.

4. Fixing the compensation of personnel to be paid out of the joint county-municipal disaster services fund. (Sec. 29C.9)

#### Funds

Each county and city located within the county may appropriate money from the general fund of the county or city for the purposes of paying expenses relating to disaster services and emergency planning matters of such joint administration. A joint county-municipal disaster services fund will be established in the office of the county treasurer. The county and cities located in that county may deposit moneys in such fund, which shall be for the purpose of paying expenses relating to disaster services and emergency planning matters of such joint administration.

Withdrawals of moneys from the joint county-municipal disaster services fund may be made on warrants drawn by the county auditor, supported by claims and vouchers signed by the chairperson or vice chairperson of the joint administration and the coordinator of the JA. By November 15 of each year the joint county-municipal disaster services coordinator and the JA must prepare a budget for the ensuing fiscal year beginning July 1. (Sec. 29C.9)

The Iowa Office of Disaster Services recommends that articles of agreement be prepared by the joint administration, and the funding procedures of county and city government for the disaster services agency and disaster services and emergency planning matters be delineated.

Funds, services, equipment, supplies, or materials offered by the federal government to the state or to any political subdivision for purposes of disaster services and emergency planning may be accepted by the governor or by the executive officer or governing body of the political subdivision with the consent of the governor, subject to the terms of the offer. Such offers made by a person may be accepted by the governor or the executive officer of the political subdivision, subject to the terms of the offer.

#### County or City Coordinators

In addition to the coordinator appointed by the JA, each city and county shall employ a coordinator of disaster services and emergency planning. In counties the person is appointed by the board of supervisors; in cities, by the council. The coordinator employed by a county board of supervisors may also serve as a joint county-municipal disaster services coordinator for any JA in any of the counties in which the coordinator is serving.

Although not required by law, the Iowa Office of Disaster Services recommends that the city and county coordinators should

provide for the coordination of their respective disaster services programs with the JA-appointed coordinator who heads the joint county-municipal administration. Also, they should provide operational guidance to the executives of their political subdivisions during a disaster. All disaster services program assistance should be provided by the JA coordinator to the county and municipal coordinators.

#### Salary

The salary of the coordinator is to be set at the discretion of the appointing body. It is recommended by the Office of Disaster Services that the coordinator be paid in accordance with the merit employment scale or his or her salary be commensurate with other county and city employees in administrative positions with like responsibilities.

## Chapter 3

### JOINT COUNTY DISASTER SERVICES AND EMERGENCY PLANNING BOARD

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

#### Joint Board

The boards of supervisors of any two or more adjacent counties may, by mutual written agreement, act as a joint board to coordinate disaster services and emergency planning between the counties. Such agreements must be approved by the Office of Disaster Services director.

#### Responsibilities

The chief responsibility of the joint board is to appoint one coordinator who is the official coordinator of disaster services and emergency planning for each of the counties in the agreement. The coordinator is to be appointed for a term of one to two years, but in no event longer than the term of the agreement.

The boards may meet together for the transaction of joint business.

#### Funds

The written agreement shall provide for the determination of the cost of the joint program and the manner of allocating this cost among the counties. The boards must designate one board to make payments for salaries and expenses related to disaster services and emergency planning. This board will be reimbursed by the other board or boards.

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

The Iowa Office of Disaster Services recommends that each participating county's board of supervisors provide an equal share of the joint program budget.

### Coordinator of Disaster Services

The coordinator appointed by the cooperating boards of supervisors is the official coordinator of disaster services and emergency planning for each of the counties. He or she must also work with joint county-municipal administrations which have been formed in any of the cooperating counties.

### Salary

The salary of the coordinator is determined by the boards cooperating in the agreement.

## Chapter 4

### CIVIL DEFENSE AND DISASTER SERVICES AGENCY (JOINT COUNTY-MUNICIPAL OR JOINT COUNTY)

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

#### Purpose

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

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

#### Coordinator Qualifications

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

#### Professional Training

The Defense Civil Preparedness Agency provides extensive opportunities for local disaster services officials to obtain career development and training. The core of the training is a Civil Preparedness Career Development Program for Local Directors/

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

### Financial Assistance Programs

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

1. Personnel and administrative expense (P & A)--including salaries, travel, and other administrative expenses of local civil defense and disaster services agencies.
2. Emergency Operating Centers--including the planning, design, construction, and/or equipping the facilities.
3. Supporting Materials--including acquisition of emergency equipment to establish alerting and warning, direction and control, radiological defense and emergency public information.
4. Maintenance and Services--including annual recurring and maintenance costs for civil defense/disaster services direction and control, alerting and warning systems and for emergency public information services and supplies.

## Chapter 5

### GUIDANCE AND POLICY FOR CIVIL DEFENSE AND DISASTER SERVICES AGENCY FROM JOINT ADMINISTRATION OR JOINT BOARD .

The Iowa Office of Disaster Services recommends that Joint Administrations and Joint Boards exercise policy guidance in non-emergency periods by undertaking the following activities:

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

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

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

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

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

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

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

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

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

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

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

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

## Chapter 6

### FUNCTIONS OF THE LOCAL CIVIL DEFENSE AND DISASTER SERVICES AGENCY

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

#### Hazard Analysis

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

#### Emergency Warning Program

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

#### Emergency Operation Plans

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

#### Development of Emergency Operation Center

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

#### Community Shelter Program

Selection of shelters; stocking, marking, and licensing; managers; control of movement to shelters; designation of shelter

areas through shelter plan; conduct of shelter operations, e.g., fire, rescue, police, health/medical, welfare, public information, post shelter operations.

#### Radiological Defense Monitoring Program

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

#### Development of Resource Data Bank and Resource Management for Emergencies

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

#### Requesting Assistance from Outside Local Government

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

#### Disaster Assistance Coordination

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

#### Training Personnel for Emergencies

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

## Conduct of Exercises for Emergency Plans

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

## Disaster Services Assistance to Business and Industry

Local disaster services may assist business and industry in their plans to protect personnel, property, plant or facility from natural disaster, industrial accidents, or nuclear attack. Assist in the coordination for increasing industrial security. Delineate what assistance may be provided by the community to business and industry and also determine what assistance industry might render the community. Cooperate in the assessment of hazards which both government and industry, as well as the private sector, will face. Plan for emergency operations and how to maintain operational capability during the period of such emergencies.

## Nuclear Civil Protection Planning

Nuclear Civil Protection (NCP) planning provides for consideration of direct nuclear weapons effects for high risk areas as well as fallout protection for both the high risk areas and other areas of the nation. It is considered probable that several days of deep international tension will precede initiation of general war. If contingency plans are prepared to temporarily relocate the population away from high-risk areas and are implemented during a crisis period, many lives could be saved in the event an attack occurred.

Local-level NCP planning involves the detailed assignment or "allocation" of the population of each risk area to appropriate locations in host areas that have been assigned in the State-level plan; and includes development of emergency information materials for dissemination to the public during a severe crisis, covering "where to go and what to do" should relocation be officially directed.

Following the allocation planning described above, detailed plans are developed for each of the host jurisdictions concerning the reception and care of the relocatees and the provision of fallout shelter. Detailed plans are also developed for each of the risk-area jurisdictions concerning maintaining key supporting functions including utilities, key industrial and life supporting functions under relocation conditions. Planning for risk areas involves providing shelter from both direct weapons effects and

and fallout radiation for those essential personnel remaining in or commuting to risk areas who are needed for the essential supporting functions.

Also, detailed plans are developed for all risk, host, and all other areas for providing fallout shelter for the populace at or near their place of residence in the event of an attack with short warning or if relocation plans are not implemented.

NCP planning is unique to each specific community. Assistance is provided by trained State-level planners to assure that each plan is feasible and that concise information materials and instructions will be available in sufficient time for the public to take the appropriate actions.

Materials developed for informing the public usually are in the form of supplements to local newspapers. Materials suitable for television and radio presentation also are developed for emergency use. These materials are usually in the form of maps showing individual shelter locations in the case of in-place plans, or routes, destinations and shelter in relocation plans. Guidance on using and improving home shelters in areas where there is insufficient public shelter also is included. Public information materials are brought to a stage ready for publication and for use via television and radio, and held for distribution to the public in a crisis period.

## Chapter 7

### DISASTER MITIGATION

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

#### Standards and Controls

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

#### Warning

##### National Warning System (NAWAS)

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

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

##### Iowa Warning System (IAWAS)

Warning Points (WP) located at state, county, and city level are part of the NAWAS System. The state warning point exercises supervision of the circuit within the state. This circuit is part of the IAWAS. Local warning points in the state may receive all national or state messages but must relay their messages for national through the state warning point. (See map on page 23.)

The Iowa warning system is under control of the Iowa Office of Disaster Services located in the State Emergency Operations Center.(EOC)

Iowa Area Warning Points are the responsibility of the Iowa Public Safety Communications Division, Department of Public Safety. They disseminate all warnings via the NAWAS, Iowa Public Safety Communications, and Iowa On-Line Warrants and Articles (IOWA) system. Area warning points also use long distance telephone for warnings when necessary.

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

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

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

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

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

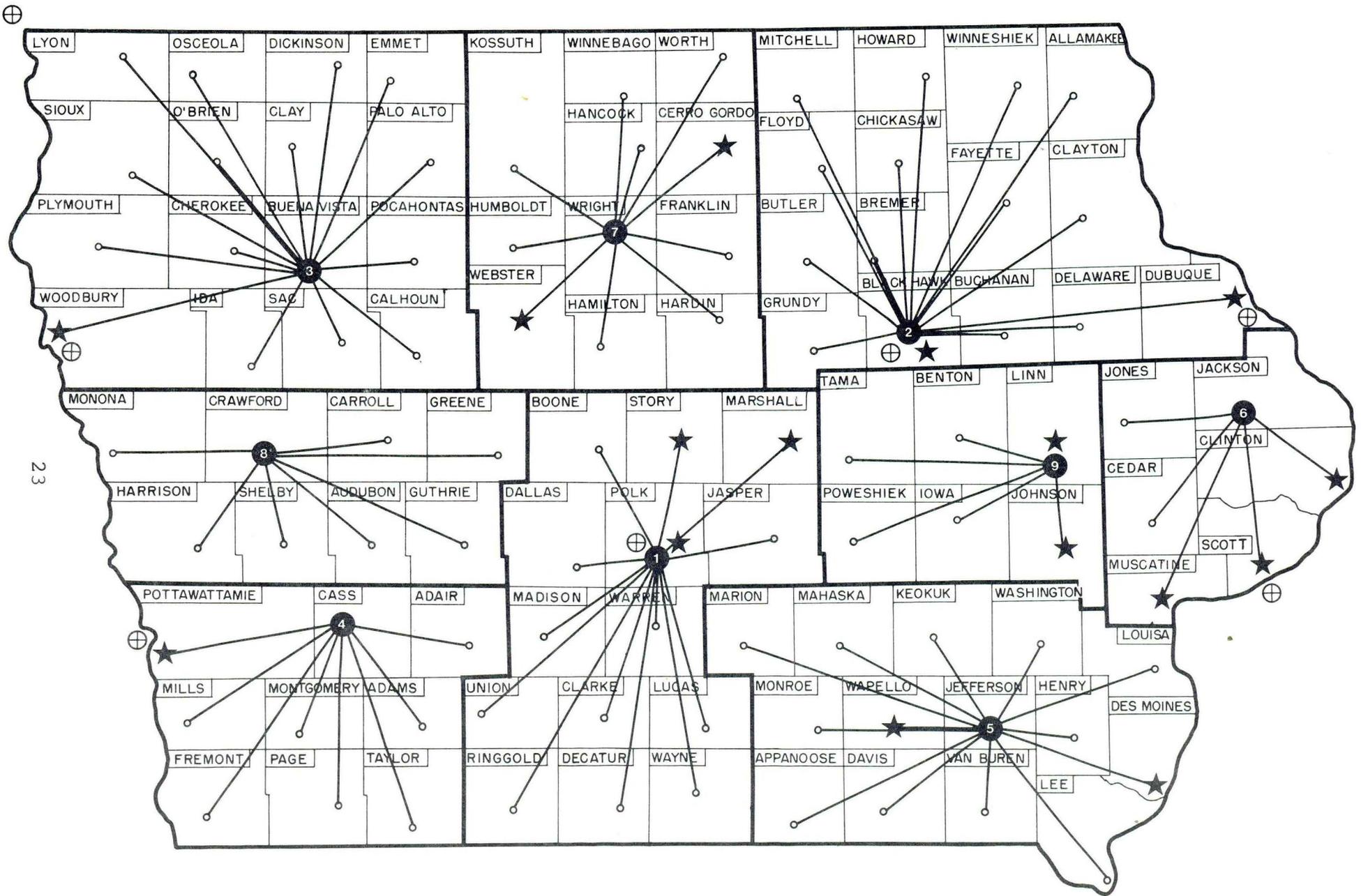
County and municipal governments are responsible for having warning systems and plans for the dissemination of warning to their people.

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

#### Local Warning System

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

Reliable information - Information about the potential disaster should be as reliable as possible in order to prevent panic situations. A trained disaster staff with a thorough knowledge of local conditions may prove helpful. After initial detection, this staff in radio equipped vehicles can provide a disaster watch. The National Weather Service is responsible for detecting storms or tornadoes, evaluating their intensity, predicting their course and duration, and promptly furnishing this information to all concerned organizations.



10 AREA WARNING POINT

★ CITY AND COUNTY W. P.

⊕ WEATHER SERVICE WARNING POINT

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

1. You can move to full mobilization from a solid base. If it is necessary to inform the public, you will be able to:
  - a. tell people to take actions consistent with actions already taken or being taken by these organizations;
  - b. tell people what agencies are doing which will make them take the warnings more seriously.
2. You can demobilize without having destroyed the public's confidence in such warnings.

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

#### Warning Program

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

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

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

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

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

released from school. Contacting employers in this regard may be helpful.

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

### Warning System

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

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

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

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

### Warning and the Media

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

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

## Emergency Operations Center (EOC)

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

### Mobilization of Local Officials

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

1. An effective system of communication coupled with a logical method of reporting and assignment of responsibilities.

2. A contingency plan for administrative and legislative succession. This should include giving survivors necessary legal power to continue effective government. A chain of succession should be written for both the central administration and individual departments.

3. A training system for both regular and auxiliary employees (e.g., police reserves) so that each person will be able to fulfill his or her assigned role.

### Activation of EOC

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

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

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

### Facilities

An EOC can be established in existing facilities. The most logical headquarters is the local government headquarters or other building that is visible to the community, has adequate space,

has at least minimal communication facilities, and would probably remain undamaged in event of disaster.

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

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

#### Communication

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

#### Radiological Factors Affecting Decision Making in a Nuclear Attack

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

## Chapter 8

### DURING A DISASTER

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

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

#### Feedback and Rumor Control

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

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

problem, special information can be transmitted through the mass media and newspapers.

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

### Provision of Services

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

Several additional factors should be considered:

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

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

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

### Volunteers and Crowd Control

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

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

Looting - While rumors of looting are widespread, experience indicates that there is little theft in an emergency. You should instead think in terms of:

1. Monitoring disaster areas to detect actual (not rumored) criminal activity;

2. Symbolic show of force by official police agencies. Volunteers with civil defense armbands can be used to augment the police. This is especially important during an evacuation so people will be less afraid of leaving their property behind;

3. Communications and other measures aimed at keeping onlookers away from the scene to minimize confusion and rumors;

4. Plans for quickly re-assigning personnel from other tasks should an area require increased protection.

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

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

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

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

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

## Damage Assessment

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

### Reporting

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

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

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

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

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

#### Personnel

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

#### Property

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

#### Educational Meeting

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

## Chapter 9

### POST DISASTER OPERATIONS AND ADMINISTRATION

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

#### Mobilization for Rehabilitation

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

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

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

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

#### Outside Assistance

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

The county-municipal disaster services coordinator should be contacted for guidance or assistance in obtaining outside resources. He or she will contact the state director if resources not common to the municipality or the county are needed. It is

essential that damage be reported to the Iowa Office of Disaster Services if outside assistance is to be available. Total damage statistics are used as a basis for determining what aid should be pursued. Once the damage is reported, survey teams may be activated to substantiate the loss and justify any request for federal financial aid.

The Iowa Office of Disaster Services will serve as the coordinator between the local governments, state agencies, and the federal government.

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

### State Aid

#### Contingent Fund

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

1. Paying the expenses of suppressing any insurrection or riot, actual or threatened, when state aid has been rendered by order of the governor;
2. Repairing, rebuilding, or restoring any state property injured, destroyed, or lost by fire, storm, theft, or unavoidable cause;
3. Aid to a governmental subdivision (i.e., city, county, or special district) in an area which has been declared a disaster area by the governor, due to natural disasters; and
4. Expenditures necessitated by the governmental subdivision toward averting or lessening the impact of a potential disaster.

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

#### Application

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

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

### Nature of Aid

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

1. Be up to 75 percent of the showing of obligations and expenditures;
2. Be made without interest;
3. Be payable from the maximum annual emergency levy as authorized by Sec. 24.6.; and 384.4 Code of Iowa;
4. Not exceed one million dollars in any fiscal year;
5. Not be made for any obligation or expenditures which occurred more than two years before the application.

### Use of Loan

The proceeds of such a loan shall be applied towards:

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

### State Property

Any project for the repair of state property for which no specific appropriation has been made shall be subject to approval by the executive council before repair work is begun.

### Federal Disaster Assistance Programs

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

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

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

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

When a major disaster has been declared by the President, the Iowa Office of Disaster Services, in cooperation with the Federal Disaster Assistance Administration, will conduct briefings at various locations throughout the affected area. Interested parties are notified of these briefings through the disaster services network and the news media. These briefings are held to inform interested parties of the procedures for receiving federal disaster assistance, and to gather damage information from them. From the information provided at these briefings, reported damages are surveyed and damage estimates are prepared by federal agency personnel and state agency representatives. This information is used to compile a project application for public loss. Project applications must be submitted to the Federal Disaster Assistance Administration through the Iowa Office of Disaster Services within 90 days following the date of the major disaster declaration by the President. (See Public Law 93-288 dated May 22, 1974.)

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

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

#### Search and Rescue

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

#### Flood Protection

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

#### Fire Suppression Assistance

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

#### Health and Welfare

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

#### Emergency Conservation Measures

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

### Emergency Loans for Agriculture

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

### Disaster Loans for Homeowners and Businesses

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

### Repairs to Federal Aid System Roads

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

### Tax Refund

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

### Private Organizations

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

## Chapter 10

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

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

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

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

#### Definitions

##### Economic Stabilization

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

##### Essential Consumer Items

"Essential consumer items" means those items that are necessary to satisfy essential needs of individual consumers such as food, clothing, and petroleum products, etc. Identification of such items is to be made by federal, state, "intermediate level," and when appropriate, municipal level resource management authorities.

### Intermediate Level

"Intermediate level" means the geographical, political, or economic area (such as district, area, county, group of counties) which has been designated by state authorities as an intermediate level from which these economic control programs will be administered. This is the level which will establish and direct the activities of "local boards" except where this responsibility has been delegated to municipal level authorities. (See organization chart, page 43.)

### Municipal Level

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

### Local Boards

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

### Emergency Activation

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

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

## Functions and Responsibilities

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

### Responsibilities of Federal Departments and Agencies

#### Federal Preparedness Agency

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

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

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

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

1. Responsible for the development and implementation of emergency monetary, credit and banking measures. (Detailed direction and other written guidance material with respect to these measures have been provided to all banking institutions since they are responsible for carrying out, and operating under, such measures in the event of a nuclear attack. Such measures are fully described in the booklet titled, "Money, Credit and Banking" which is a part of the "Emergency Economic Operating Instructions." State and intra-state authorities have no preparedness or operational responsibilities with respect to these "indirect" controls.)

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

1. Responsible for the development of policies, plans and programs for stabilizing wages and salaries.

2. Responsible for administering the wage and salary stabilization program through their field offices.

3. Responsible for coordinating the wage and salary stabilization program with authorities (at all operating levels) responsible for the administration of price stabilization, rent stabilization, and consumer rationing programs.

#### Responsibilities of the State Government

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

1. Developing, pre-attack, throughout the state, an organizational and operational capability to administer price stabilization, rent stabilization, and consumer rationing programs.

2. Determining and designating the organization to which will be assigned the responsibility for administering the economic stabilization program at the "intermediate level."

3. Assigning (if possible) to an existing department or agency the responsibility for providing administrative support, i.e., personnel, space, equipment, and supplies, to the "intermediate level" economic stabilization organization.

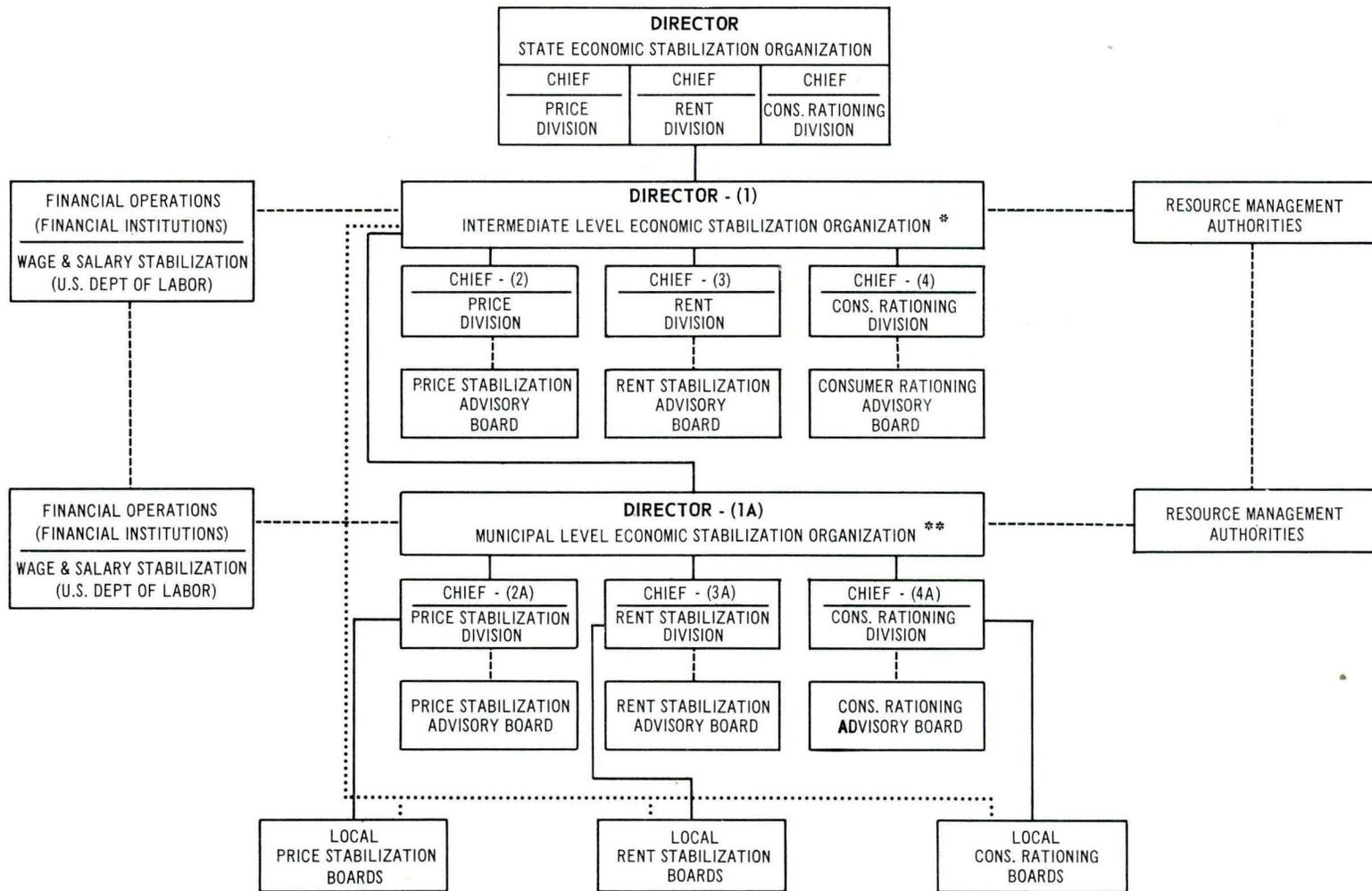
4. Providing organizational and operational guidance to the "intermediate level" which has been established at either an area, district, or county level. This includes criteria to establish and provide adequate staff for the three divisions, i.e., price stabilization, rent stabilization, and consumer rationing.

5. Providing, on behalf of the governor, a list of essential individual consumer survival items that are to be distributed to consumers through the rationing system.

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

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

**ECONOMIC STABILIZATION  
PROTOTYPE ORGANIZATIONAL CHART  
SUB-STATE LEVEL**



\_\_\_\_\_ DIRECTION  
 ..... DIRECTION (IN ABSENCE OF MUNICIPAL LEVEL ORGANIZATION)  
 - - - - - LIAISON

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

Appendix A

Ordinance No. \_\_\_\_\_

AN ORDINANCE ESTABLISHING RESPONSIBILITY AND PROCEDURES FOR DISASTER SERVICES, PROVIDING FOR INTEGRATING WITH COUNTY AND STATE DISASTER PLANS, AND PROVIDING A PENALTY FOR VIOLATIONS OF THE PROVISIONS OF THIS ORDINANCE.

Be it ordained by the Council of the City of \_\_\_\_\_, Iowa;

SECTION 1. DISASTER SERVICES ORGANIZATION. There is hereby created a disaster services organization for carrying out the responsibility of the municipality in times of disaster. The mayor shall be executive director of the disaster services organization and shall be responsible for the direction of all operations for the protection of the health, safety, and welfare of the citizens of the city. Said organization shall function in accordance with city disaster plan(s) which shall be coordinated with the plan(s) adopted by \_\_\_\_\_ County and the state, in accordance with state law.

SECTION 2. DEFINITIONS.

A. "Disaster" shall mean manmade catastrophes and natural occurrences such as fire, flood, earthquake, tornado, windstorm, which threaten the public peace, health, and safety of the people or which damage and destroy public or private property. The term includes enemy attack, sabotage, or other hostile action from without the state.

B. "Disaster Services" shall mean preparations for, operations during, and recovery from, natural or manmade disasters. These actions are broad in scope and include, but are not limited to: disaster plans, mitigation, warning, emergency operations, training, exercising, research, rehabilitation, and recovery.

C. "City Disaster Plan(s)" shall mean a plan(s) developed to describe city emergency operations, and emphasize the responsibilities of city government forces, other emergency response organizations, and individuals. City plan(s) are developed under the direction of the mayor, and as approved by resolution of the city council.

SECTION 3. AUTHORITY. The mayor may delegate such portions

of the details of operation as will best serve the carrying out of the city disaster plan(s). The mayor shall designate the order of his succession, subject to approval by the council, to serve in his place in the event he is unable to act due to absence or disability.

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

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

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

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

Passed by the Council the \_\_\_ day of \_\_\_\_\_, 19\_\_\_, and approved this \_\_\_ day of \_\_\_\_\_, 19\_\_\_.

\_\_\_\_\_  
Mayor

Attest:

\_\_\_\_\_  
Clerk

APPENDIX B

COUNTY/MUNICIPAL MUTUAL AID AGREEMENT

ARTICLE I - LEGAL BASIS

SECTION 1. This agreement is made pursuant to Chapters 28E and 29C of the Code of Iowa (1977) between \_\_\_\_\_ and such other parties as may be joined hereto by an amendment of this agreement.

ARTICLE II - IMPLEMENTATION OF THE AGREEMENT

SECTION 1. A political jurisdiction desiring to become a party to this agreement shall enact a resolution of participation which authorizes signature of the agreement.

SECTION 2. No special financing shall be required in order to be a party to this agreement.

ARTICLE III - COMMENCEMENT OF OPERATIONS

SECTION 1. The parties to this agreement hereby agree that the agreement shall take effect upon: adoption of the agreement by two or more political jurisdictions within \_\_\_\_\_ County, filing of the agreement as required by Chapter 28E of the Code of Iowa, and filing with the State Office of Disaster Services.

ARTICLE IV - DURATION AND AMENDMENT OF THE AGREEMENT

SECTION 1. Duration. Unless otherwise terminated according to the provisions contained in Article IX of this document, the agreement shall continue in force until \_\_\_\_\_ (specify month, day, and year).

SECTION 2. Amendment. This agreement shall be subject to amendment by the unanimous approval of all parties hereto. The agreement may be amended to include new members through adoption of the appropriate resolutions by the jurisdiction(s) seeking membership, and by the unanimous consent of the existing members.

## ARTICLE V - PURPOSE

SECTION 1. The purpose of this agreement is to permit and provide for assistance on a reciprocal basis (mutual aid) among the parties to this agreement in the event of natural disaster, enemy attack, civil disturbance, or other emergency. It is the intent of this agreement that mutual aid be requested and provided only when the normal resources available to the jurisdiction affected are inadequate to meet the disaster-generated demands.

SECTION 2. This agreement is not intended to supercede or otherwise invalidate any other mutual aid agreements in which the parties to this agreement may be participating.

## ARTICLE VI - ADMINISTRATION

SECTION 1. This agreement shall be administered, as necessary, by representatives of all jurisdictions which are party to this mutual aid agreement.

SECTION 2. All decisions pertaining to the acquisition, the maintenance, and the disposal of any real or personal property jointly obtained as a consequence of this agreement shall be made by the parties participating in this agreement, or their designated representatives. All such decisions shall be unanimous. Disposition of any jointly acquired property shall be made prior to termination of the agreement by any of the parties to the agreement.

SECTION 3. The parties participating in this agreement, or their designated representatives, hereby appoint (specify the title of the individual) to be custodian of this agreement. The custodian shall be responsible for the maintenance of an up-to-date copy of the agreement, including resolutions of participation and any resolutions of termination. The custodian shall also be responsible for notifying all parties to the agreement of any proposed amendments to the agreement, and shall file any adopted amendments to the agreement in the same manner as the agreement itself.

## ARTICLE VII - MUTUAL AID PROCEDURES

SECTION 1. Requests for assistance. A jurisdiction which is a party to this agreement may, when it determines that its own resources are insufficient to meet the demands generated by a disaster, request such assistance as it believes is necessary in order to respond adequately to those demands. As a general rule, the

determination of need and the request for assistance shall be made by the highest official of the requesting jurisdiction, or his appropriate designee. As soon as the requesting jurisdiction shall determine that the mutual aid assistance it has received is no longer needed, it shall communicate such information to the jurisdiction(s) which provided that assistance.

SECTION 2. Response to Requests for Assistance. Upon receiving a request for mutual aid assistance, the other jurisdictions participating in the mutual aid agreement shall provide such assistance as they deem consistent with their existing obligations. A jurisdiction providing mutual aid shall retain the right to terminate that aid at any time if it determines such action is necessary.

SECTION 3. Supervision of Resources. As a general rule, mutual aid resources made available to another jurisdiction will remain under the control of the jurisdiction which provided them. They may, however, be given task assignments, objectives, priorities, and other directions from the jurisdiction which requested them.

#### ARTICLE VIII - LIABILITY AND EXPENSES

SECTION 1. Liability. Each jurisdiction participating in this agreement shall be solely liable for any damage or injury which its personnel, property, or equipment may suffer, except in cases of negligence or illegal acts by any other jurisdiction(s).

SECTION 2. Expenses. A jurisdiction responding to a request for mutual aid assistance shall assume all the operating expenses incurred which relate directly to the provision of that mutual aid. These expenses would include, but are not limited to, salaries, compensation, equipment operating costs, and fuel expenses. This provision shall apply in all cases unless prior arrangements to the contrary have been made.

#### ARTICLE IX - TERMINATION OF THE AGREEMENT

SECTION 1. Any jurisdiction participating in this agreement which desires to terminate its participation shall pass a termination resolution. A copy of such resolution shall be attached hereto and made a part of this agreement. Termination of the entire mutual aid agreement shall occur in the event that no two jurisdictions remain parties hereto.

PARTIES PARTICIPATING IN THE COUNTY/MUNICIPAL  
MUTUAL AID AGREEMENT

Date of  
Resolution

County Board of Supervisors, \_\_\_\_\_  
Chairman

\_\_\_\_\_  
County Auditor

\_\_\_\_\_  
County Attorney

\* \* \* \* \*

Cities

Mayors

_____	_____	_____
_____	_____	_____
_____	_____	_____
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_____	_____	_____
_____	_____	_____

EXAMPLE

RESOLUTION NO.

IN SUPPORT OF THE

COUNTY/MUNICIPAL

MUTUAL AID AGREEMENT

WHEREAS the Board of Supervisors of County, Iowa, recognizes the need to provide for mutual aid and assistance between County and the cities therein, in the event of natural disaster, enemy attack, civil disturbance, or other emergency; and

WHEREAS, toward that end there has been prepared a County/Municipal Mutual Aid Agreement in accordance with Chapters 29C and 28E of the Code of Iowa, (1975), as amended, a copy of which agreement is attached hereto, and

WHEREAS, the (State) Office of Disaster Services has recommended adoption of this type of Agreement;

NOW, THEREFORE, BE IT RESOLVED BY the Board of Supervisors of County, Iowa, that said Agreement is approved, that County, Iowa, wishes to participate therein and that the Chairperson of the Board of Supervisors of County, Iowa, is authorized and directed to execute said Agreement on behalf of County, Iowa.

ADOPTED this day of , 1978.

\_\_\_\_\_  
County Auditor

\_\_\_\_\_, Chairperson  
County  
Board of Supervisors

EXAMPLE

RESOLUTION NO.

IN SUPPORT OF THE

COUNTY/MUNICIPAL  
MUTUAL AID AGREEMENT

WHEREAS the City Council of \_\_\_\_\_, Iowa, recognizes the need to provide for mutual aid and assistance between County and the City of \_\_\_\_\_, Iowa, and between the City of \_\_\_\_\_, Iowa, and the other municipalities in \_\_\_\_\_ County, in the event of natural disaster, enemy attack, civil disturbance, or other emergency; and

WHEREAS, toward that end there has been prepared a County/Municipal Mutual Aid Agreement in accordance with Chapters 29C and 28E of the Code of Iowa, (1975), as amended, a copy of which agreement is attached hereto, and

WHEREAS, the (State) Office of Disaster Services has recommended adoption of this type of Agreement;

NOW, THEREFORE, BE IT RESOLVED BY the City Council of \_\_\_\_\_, Iowa, that said Agreement is approved, that the City of \_\_\_\_\_, Iowa, wishes to participate therein and that the Mayor is authorized and directed to execute said Agreement on behalf of the City of \_\_\_\_\_, Iowa.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 1978.

\_\_\_\_\_  
, City Clerk

\_\_\_\_\_  
, Mayor

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