

# **State of Iowa Emergency Response Plan**

**ADOPTED  
MARCH 28, 2003**

**Thomas J. Vilsack, Governor  
Sally J. Pederson, Lt. Governor**

**Major General Ron Dardis, Director  
Iowa Department of Public Defense**

**Ellen M. Gordon, Administrator  
Iowa Emergency Management Division**

# Contents

---

<b>Basic Plan</b>	1
I. Introduction	1
A. Plan Organization	1
B. Plan Purpose	2
C. Plan Scope	2
II. Activation of this Plan	3
III. Plan Foundations	3
A. Legal Basis	3
1. State Statute	3
2. State Administrative Code	4
3. Federal Law/Regulations	4
B. List of Letters of Agreement and Memoranda of Understanding.	5
C. Others Plans that Support or are Supported by this Plan	5
IV. Planning Considerations	6
A. Situation	6
1. Key State Characteristics	6
2. State Hazard Summary	7
B. Overview of State Response Resources	8
1. Personnel	9
2. Equipment	9
3. Supplies	9
4. Specialized Response Resources	9
C. Assumptions	10
D. Policies	10
V. Concept of Operations	12
A. Response Mission	12
B. Response Priorities	12
C. Response Overview	12
1. Initial State Government Response Actions	12
2. Response Escalation (Local ➡ State ➡ Federal)	12
VI. State Agency Responsibilities	14
VII. Response-Related Continuity of Government Provisions	15
A. Line of Succession for the Duties Pertaining to the Office of the Governor	15
B. Relocation of the State Emergency Operations Center	15
1. First Alternate	15
2. Second Alternate	15

# Contents (cont.)

---

VIII. Plan Testing, Review, and Maintenance	16
---	----

## **Basic Plan Attachments**

Attachment 1: Relationship between Federal and State of Iowa Response Plans	17
--	----

Attachment 2: State Agency Responsibility Matrix	19
--	----

Attachment 3: Acronyms and Abbreviations Used in this Plan	20
--	----

## **Functional Annexes and Annex Attachments**

- Annex A: Direction, Control, & Coordination
  - Attachment 1: State Forward Operations Teams
- Annex B: Research, Analysis, & Planning
  - Attachment 1: Disaster Assessment
- Annex C: Resource Management
  - Attachment 1: Donations/Volunteer Management
  - Attachment 2: Personnel Processing Center
  - Attachment 3: Energy Emergency Plan
- Annex D: Finance and Administration
- Annex E: Logistics
- Annex F: Transportation
- Annex G: Public Works & Engineering
- Annex H: Communication and Warning Systems
- Annex I: Public Information
- Annex J: Evacuation
- Annex K: Sheltering
- Annex L: Human Services
  - Attachment 1: Disaster Mental Health
- Annex M: Dam Failure Emergency Response
- Annex N: Fire Management
- Annex O: Hazardous Materials
- Annex P: Radiological Emergencies
- Annex Q: Law Enforcement
- Annex R: Search and Rescue
- Annex S: Public Health
  - Attachment 1: Strategic National Stockpile Plan
- Annex T: Medical Services
- Annex U: Mass Fatalities
- Annex V: Terrorism Incident Response
- Annex W: Infectious Animal Disease Disasters

## Basic Plan

**Basic Plan**

## I. Introduction

## A. Plan Organization

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

Contained in this section of the response plan, known as the "Basic Plan," are instructions, policies, and explanatory information related to many or all of the agencies/entities involved in emergency/disaster response, as well as information about the legal and administrative foundations for the plan, the state's characteristics and significant hazards, lines of succession for the state's chief executive, plan activation requirements, and the structure of the response organization. Function-specific "annexes" comprise the remainder of the plan. The emergency response functions described in the functional annexes are interdependent with each other and with the Basic plan, and therefore should not be viewed as "stand-alone" plans. Functional annexes are sometimes supported by additional documents that are termed "attachments." These three primary response plan "building blocks" are further defined below:

1. Basic Plan—Provides a broad operational blueprint of the State of Iowa's approach to an emergency/disaster response. The scope of this plan section is state-government-wide, versus a focus on the operations associated with a specific agency, function, hazard, or incident type. The intended audience is the set of state government executive decisionmakers.
2. Annex—Focuses on information needed to carry out a specific function, such as public information or resource management. The intended audience is the set of agencies or other entities that provide a primary or supporting role in carrying out the function. Annexes are directly attached to the basic plan.

## Basic Plan

3. Attachment—Displays information in condensed form such as an overview of a single response capability or process, or a map, graph, table, list, etc. Attachments are included for a variety of reasons including quick reference; a visual representation of a concept, process, or structure; and access to a sample form. Attachments may supplement either the basic plan or an annex. For example, the plan contains "Attachment 1 to Basic Plan," as well as "Attachment 3 to Annex C."

- B. Plan Purpose

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

- C. Plan Scope

1. This is a response plan and is primarily concerned with the assignment and coordination of the activities of those state agencies that comprise state government's emergency/disaster response capability. The plan is limited to identifying, describing, and coordinating only the activities undertaken after an emergency or disaster occurs, or when such an occurrence is likely or imminent. The primary reason for performing response activities is to protect life, health, safety, and property from the immediate consequences of a natural or human-caused emergency or disaster.
2. There are many state government activities, responsibilities, and programs that are outside the realm of "response," but are otherwise related to emergencies or disasters. The execution and coordination of these activities is described elsewhere, such as in the Iowa Emergency Recovery Plan, the State Continuity of Operations Plan, the State Mitigation Plan, the Capitol Complex Emergency Plan, and applicable strategic planning documents. For example, the following categories of emergency management activities are not addressed in this plan:
  - a) Preparedness (i.e., developing this and other emergency response and recovery plans and supporting procedures, building human and

material resource capabilities to support implementation of these plans and procedures, and testing plans, procedures, and associated capabilities through drills and exercises).

- b) Mitigation (i.e., measures taken to prevent an emergency or disaster from occurring, or to prevent or reduce the undesirable consequences of emergencies or disasters that do occur).
  - c) Strategic Planning (i.e., defining an organizational mission; establishing the goals, objectives, and tasks that follow from and serve to execute this mission; creating and applying a methodology for measuring progress toward the completion of strategic goals).
  - d) Operational procedures (i.e., step-by-step descriptions of how agencies, organizations, individuals, or other entities will carry out the responsibilities assigned to them in this plan).
3. This plan describes what response related activities state government must be prepared to complete and which agencies are responsible for completing them. In some instances the plan also provides information on when and where these activities should occur. The plan does not, however, address how the activities assigned to a particular agency are to be completed. Instead, it is the responsibility of each agency to develop the procedures, training programs, and equipment inventories needed to ensure that they are capable of completing assigned response tasks should they be called upon to do so in either an exercise or an actual emergency or disaster.
4. This plan does not assign actions or responsibilities to entities outside of Iowa state government, such as to local governments, the federal government, or private sector non-profit and for-profit organizations. The plan does describe such actions and responsibilities when they play an essential role in the execution of the state plan and when it is assumed, based on previous experience and/or standing agreements and/or the plans of those entities, that the state can reasonably rely on the appropriate implementation of those actions and the fulfillment of those responsibilities.

## Basic Plan

5. The Radiological Emergency Response Plan, which addresses incidents at the Nuclear Power Plants within or near Iowa's borders, is not included in this plan in its entirety, but rather is summarized in Part 2 of Annex P of the plan. The complete Radiological Emergency Response Plan can be accessed at the State Emergency Operations Center or through the Emergency Management Division's Preparedness Bureau.

## II. Activation of this Plan

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

## III. Plan Foundations

- A. Legal Basis
  1. State Statute
    - a) CODE OF IOWA CHAPTER 29C – EMERGENCY MANAGEMENT Sets forth the powers of the Governor under a Proclamation of Disaster Emergency and a Proclamation of a State of Public Disorder; describes the powers and duties of the Adjutant General and the Emergency Management Division; presents the articles of the Emergency Management Assistance Compact, as adopted by the state.
    - b) CODE OF IOWA CHAPTER 139A – COMMUNICABLE AND INFECTIOUS DISEASE REPORTING AND CONTROL ACT Addresses quarantine and movement control powers of state and local public health authorities as they apply to preventing the spread of communicable diseases.
    - c) CODE OF IOWA CHAPTER 136C RADIATION MACHINES AND RADIOACTIVE MATERIALS



## Basic Plan

Designates the Iowa Department of Public Health as the "state radiation control agency," responsible for regulating the installation and use of radiation machines and the use of radioactive materials in Iowa, and giving that agency the power to issue an order stating that an emergency exists and requiring that action be taken as necessary to properly respond to the emergency.

- d) CODE OF IOWA CHAPTER 163 – INFECTIOUS AND CONTAGIOUS DISEASES AMONG ANIMALS  
Provides the legal basis for certain actions associated with the prevention, surveillance, containment, and eradication of infectious animal diseases, including animal identification, inspections, quarantining, and indemnification.
- e) CODE OF IOWA CHAPTER 167 – USE AND DISPOSAL OF DEAD ANIMALS  
Contains legal stipulations regarding the disinfection, transportation, and disposal of animal carcasses, including those believed or known to have died of a disease.

## 2. State Administrative Code

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

## 3. Federal Law/Regulations

- a) ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT, PUBLIC LAW 93-288, AS AMENDED BY PUBLIC LAW 100-707

Basic Plan

Explains how states request a Major Disaster or Emergency Declaration from the President to obtain various types of assistance from the federal government; describes these types of assistance; lists federal disaster assistance available without a Presidential declaration.

- b) TITLE 29 OF THE CODE OF FEDERAL REGULATIONS, SECTION 1910.120, PARAGRAPH (q) – EMERGENCY RESPONSE TO HAZARDOUS SUBSTANCE RELEASES  
Describes procedures, training, and personal protective equipment required for those responding to a hazardous materials incident; requires the use of a site-specific incident command system to coordinate responders and communications at the scene of a hazardous materials incident.

B. List of Letters of Agreement (LOAs) and Memoranda of Understanding (MOUs) maintained at the Emergency Management Division Office

<u>Type</u>	<u>Between</u>	<u>Purpose</u>
MOU	The <b>Emergency Management Division (EMD)</b> and the <b>Civil Air Patrol (CAP)</b>	Provides for CAP to support EMD in: air and ground search and rescue operations; disaster response operations; environmental protection operations; state and regional disaster airlift operations; organ tissue operations; aerial reconnaissance; transportation of emergency equipment and supplies; aerial radiological monitoring; transportation of EMD officials and other non-CAP members; transportation of search and rescue, fire, and bomb dogs.
EMAC	Between the <b>State of Iowa</b> and other member states and territories	The Emergency Management Assistance Compact, or EMAC, is a mutual aid agreement and partnership between states governments that allows them to send personnel and equipment to help disaster relief efforts in other states without financial or legal risk.
LOA	Between the <b>State of Iowa</b> and the National Weather Service	Provides for the dissemination of emergency messages over the NOAA Weather Radio (NWR) for alerting the public about: nuclear reactor facility incidents; evacuations due to the release of radioactive or otherwise toxic substances; detonation hazards; protective action information.
LOAs	Between the <b>State of Iowa</b> and each <b>Nuclear Power Plant</b> within or adjacent to Iowa's borders	Refer to the State of Iowa Radiological Emergency Response Plan.

## Basic Plan

- C. Others Plans that Support or are Supported by this Plan
1. Federal Response Plan (see Attachment to the Basic Plan for a table cross-referencing the principal sections of the Federal Response Plan with corresponding sections of the Iowa Emergency Response Plan)
  2. Regional Supplement to the Federal Response Plan – FEMA Region VII
  3. United States Government Interagency Domestic Terrorism Concept of Operations Plan
  4. US Army Corps of Engineers Emergency Plans for:
    - a) Coralville Dam and Lake
    - b) Rathbun Lake
    - c) Redrock Dam and Lake
    - d) Saylorville Dam and Lake
  5. State of Iowa Radiological Emergency Response Plan
  6. State of Iowa Continuity of Operations Plan
  7. State of Iowa Capitol Complex Emergency Plan

## IV. Planning Considerations

## A. Situation

1. Key State Characteristics
  - a) Physical features

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

## b) Transportation Infrastructure

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

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

## c) Climate

Iowa has a continental climate with hot, moist summers and cold, generally dry winters. The average annual temperatures range from about 46 degrees Fahrenheit in the north to about 51 degrees Fahrenheit in the south. The extreme recorded temperatures in the state have ranged from -47 degrees Fahrenheit in 1912 to 118 degrees Fahrenheit in 1934. The average annual precipitation increases gradually from about 25 inches in the northwest to about 34 inches in the southeast. The amount of rain received during the floods of 1993 was an extreme exception to historical averages. Although most of the annual precipitation falls in the warm months, snowstorms, ice storms, and occasional blizzards occur during the winter. Thunderstorms, sometimes accompanied by damaging winds, tornadoes, and/or hail, are common in summer. Droughts severe enough to cause widespread crop losses occur about every 20 years.

## d) Demographics

According to the 2000 census, the population of Iowa is 2,926,324, a 6% increase since the 1990 census. The median age is 37 years. Twenty-eight

percent of the population is under 20 years of age, while 15% is over 65 years old.

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

e) Commercial/Industrial Base

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

2. State Hazard Summary

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

a) Natural Hazards

- i. Atmospheric Hazards – Thunderstorms/lightning, tornadoes, windstorms, hailstorms, blizzards and other severe winter storms
- ii. Extreme Heat
- iii. Geologic/Seismic Hazards – Expansive soils, earthquakes, mining or other underground incidents, landslides, subsidence
- iv. Hydrologic Hazards – Riverine flooding, flash flooding
- v. Drought

b) Agricultural Hazards

## Basic Plan

- i. Infectious animal disease outbreak
    - ii. Crop disease/infestation
  - c) Epidemic/pandemic Disease in a Human Population
    - i. Contagious
    - ii. Food/water-borne
    - iii. Vector-born
    - v. Air-borne
  - d) Technological Hazards
    - i. Hazardous chemical releases – Fixed-site, transportation
    - ii. Nuclear/radiological incident – Nuclear power plant, non-nuclear power plant
    - iii. Critical infrastructure failure – Telecommunications, electrical power generation/transmission/distribution, natural gas distribution, transportation systems
  - e) Fire
    - i. Urban/structural
    - ii. Forest/grassland
  - f) Attack by a Foreign Enemy
    - i. War
    - ii. International Terrorism
  - g) Civil Hazards
    - i. Public Disorder
    - ii. Domestic Terrorism
    - iii. Prison uprisings/riots
  - h) Transportation Incidents
    - i. Air
    - ii. Highway
    - iii. Rail
    - iv. Pipeline
    - v. Barge/other water transportation
    - vi. Water Control Structures – Dams, levees

## B. Overview of State Response Resources

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

## 1. Personnel

Within Iowa state government, the agencies of the Executive Branch alone employ in excess of 20,000 people, about 7,500 of whom work in or around the

Capitol Complex in Des Moines. The five Board of Regents institutions (The University of Iowa, Iowa State University, The University of Northern Iowa, The Iowa Braille and Sight Saving School, The Iowa School for the Deaf) are an additional source of human resources.

## 2. Equipment

- a) The Department of Natural Resources (DNR) has large inboard/outdrive-type boats on Mississippi River and larger lakes, flatbottom boats with outboard motors, water rescue equipment, snowmobiles, and all-terrain vehicles.
- b) Department of Transportation (DOT) has backhoes, front-end loaders, medium-duty and heavy-duty trucks, boom trucks, "Hi-Reach" aerial work platforms, excavators, medium-duty and heavy-duty tractors, pickup trucks, skid loaders, "arrow board" signage, changeable message sign (CMS) boards, impact attenuators, water tanks, chain saws, brush chippers, air compressors, portable welders, and barricades.
- c) The National Guard (IA NG) has front-end loaders, dump trucks, chain saws, helicopters, generators, pumps, limited water-haul and water purification capabilities, long- medium- and short-haul transports, ambulances, and fuel tankers.
- d) The Department of Public Safety (DPS) has:
  - i. State Patrol – Aircraft with pilots, a mobile command center, patrol vehicles;
  - ii. Fire Marshal – Portable x-ray machines, a bomb suit, search suits, bomb disrupters, a bomb trailer (limited response distance);
  - iii. Division of Narcotics Enforcement – Air quality monitors, selfcontained breathing apparatuses (SCBAs) with extra air tanks, airpurifying respirators, response vehicles with SCBAs and extra air tanks, level A and level B chemical-resistant suits, fire retardant suits.
- e) The Iowa Emergency Management Division has cellular and satellite telephones, laptop and hand-held computers, 2-way radios, GIS equipment

## Basic Plan

towers, desktops, plotters, projectors, radiological monitoring and detection equipment.

## 3. Supplies

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

## 4. Specialized Response Resources

- a) The 71 Civil Support Team (CST) – See Annex W: Terrorism Incident Response for more information about the capabilities of the CST.
- b) DPS, Fire Marshal's Office employs bomb technicians and has bomb detection dog capabilities as well.
- c) DPS, State Patrol has seven K-9 units for tracking and 48 tactical team officers.
- d) DNR maintains a 24-hour hotline for reporting chemical spills/releases, and/or obtaining over-the phone or on-site technical assistance related to the spill/release.

## C. Assumptions

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



the point in an emergency/disaster response at which state assistance is requested will also vary widely among affected jurisdictions.

D. Policies

1. The protection of human life will take precedence over all other response priorities, including crime-scene preservation and property protection.
2. First responders play a central role in saving human lives from the consequences of an emergency or disaster, and often do so at a ratio of one responder to many lives saved. Therefore, state government will make all reasonable accommodations needed to ensure the safety of first responders, and will expect other political subdivisions to do likewise.
3. When state government responds to requests for technical assistance and or other resources by local government, it will not take over command of the incident scene, nor will it manage the overall coordination of local response activities and agencies from the local emergency operations center. Instead, local government will maintain operational control over, and ultimate responsibility for, response decisions and activities at the scene, at the local emergency operations center, and elsewhere within the jurisdiction.
4. Throughout the response to an emergency or disaster, state government will retain responsibility for the safety and actions of its personnel deployed to the incident scene, other forward locations, and to the SEOC, regardless of who has operational control of a particular location or mission.
5. No state employees will be asked, expected, or permitted to work under conditions for which they do not have the proper training or personal protective equipment, as required by state and federal occupational safety and health regulations.
6. Forward-deployed state personnel will have received training on and will operate within the incident management system framework described in Attachment 1 to the Direction, Control, and Coordination Annex (Annex A) to this plan.

## Basic Plan

7. When an incident occurs at a state-owned or state-managed facility, such as the Capitol Complex, a state correctional facility, a Department of Human Services institution, or a Board of Regents institution, state government will assume control of the scene and will employ a unified command system to direct and manage on-scene operations (see Attachment 1 to Annex A: Direction, Control, and Coordination for more information about the unified command framework).
8. State government shall provide emergency resources, technical advice, and other response-related services without regard to race, religion, national origin, language, socioeconomic status, gender, or political party affiliation.
9. Although the Governor or the Governor's Authorized Representative (typically the Emergency Management Division Administrator or a designee) has the authority to assign the use of Iowa National Guard assets for emergency/disaster response purposes, including a response to civil emergencies, all military support to civilian authorities will remain under the operational control of the Military Division of the Department of Public Defense.
10. IA NG resources are to be kept in reserve whenever possible and not deployed until local and other state capabilities have been exhausted and all feasible private sector options have been explored.
11. State agencies involved in an emergency or disaster response will maintain complete and accurate records of all of their disaster-related expenditures (see Annex F: Finance and Administration for more information).
12. No state employees will make unauthorized disclosures of information about emergency/disaster response operations or conditions to the media or to the general public (see Annex I, Public Information for additional policy statements and operational information on this topic).
13. The heads of all state agencies that play a role in the implementation of this plan will designate a primary and alternate successor for themselves and all key supervisory positions within their agencies for the purpose of maintaining continuity of leadership, authority, and responsibility.

## Basic Plan

## V. Concept of Operations

## A. Response Mission

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

## B. Response Priorities

1. Preserving life and minimizing risks to health.
2. Minimizing hardship and suffering.
3. Restoring essential services.
4. Protecting property and the environment.
5. Providing timely, regular, accurate, and complete emergency communications to the public, either directly or through the media.

## C. Response Overview

It is the responsibility of emergency management, at the local, state, and/or federal level, to obtain the type and quantity of resources needed to adequately support on-scene operations in large-magnitude, complex, and/or multiple incident situations. These resources are usually not under the direct control of emergency management agencies, but rather are provided through multi-agency coordination under a comprehensive emergency response plan.

1. Initial State Government Response Actions
  - a) Obtain disaster information from County Emergency Management Coordinators and other local contacts via telephone, fax, and/or email.
  - b) Obtain a Governor's Proclamation of Disaster Emergency.
  - c) Determine what state agency personnel and/or other resources will be needed to assist with the response.

## Basic Plan

- d) Notify the emergency contacts of applicable state agencies.
- e) If necessary activate the SEOC, at a staffing level to be determined by EMD.
- f) Continue to obtain status information from local sources via telephone, fax, and/or e-mail.
- g) Conduct disaster assessments as needed.
- h) Deploy state resources to field locations.

## 2. Response Escalation (Local State Federal)

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

### a) Site-Specific Incidents

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

Direction, control, and coordination of the incident scene will be established by the appropriate

authorities of the government of jurisdiction, and will be maintained by an incident commander or unified command group representing those authorities and operating under a recognized incident management system. When an incident commander or unified command group requests assistance from outside of its jurisdiction; operational control of the outside personnel and other resources deployed to the scene is retained by the local, state, or federal agency that deployed the personnel/resources.

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

The County Coordinator will also work closely with the state Emergency Management Division to determine when state and/or federal assistance may be needed.

b) Widespread Damage Incidents

Not all incidents originate at a single, identifiable location. After a jurisdiction under the control of local government has suffered widespread damages, as may result from intentional or naturally occurring infectious disease outbreaks, high winds, or an ice storm, County Emergency Management Coordinators will estimate the extent to which affected communities throughout their jurisdiction have been impacted, often with the assistance of locally-organized disaster assessment teams. If the County Coordinator, in consultation with other local officials, determines that local capabilities are inadequate to cope with the

damages and other impacts resulting from the emergency/disaster, then local authorities will typically issue a disaster declaration for the jurisdiction, making it eligible to request assistance from state government.

c) Local Requests for State/Federal Assistance

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

If the Governor is considering making a request to the President for a major disaster or emergency declaration, EMD personnel, in coordination with local and other state agency representatives, will conduct a Preliminary Disaster Assessment of the affected areas. This assessment will be conducted jointly with regional disaster specialists from FEMA and/or the Small Business Administration (SBA), whenever possible.

## VI. State Agency Responsibilities

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

Agency-specific actions that may be needed to implement each response function are assigned to agencies in the plan annex corresponding to that function. Additionally, certain activities must be performed by all state agencies involved in emergency/disaster operations, regardless of which functions are activated. These are listed below and in each functional annex—

## Basic Plan

- Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
- Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
- Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
- Coordinate activities with other participant agencies as needed.
- Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
- Maintain logs of activities, messages, etc.
- Initiate agency personnel notification and callback actions.

## VII. Response-Related Continuity of Government Provisions

A. Line of Succession for the Duties Pertaining to the Office of the Governor<sup>2</sup>

- 1st: The Lieutenant Governor
- 2nd: The President of the Senate
- 3rd: The Speaker of the House of Representatives
- 4th: In that event that all of the above-named officials are incapable of performing the duties of the office of governor, the Justices of the Supreme Court of Iowa will convene the General Assembly by proclamation, at which time the Senate will elect a president and the House of Representatives will elect a speaker. The General Assembly will then immediately elect a Governor and Lieutenant Governor in joint convention.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

<sup>2</sup> From the Constitution of the State of Iowa

## Basic Plan

- B. Relocation of the SEOC
  - 1. First Alternate Site

In the event that the primary SEOC, located at the STARC Armory In Johnston, becomes unsuitable for use, EMD, with the assistance of the Department of General Services (DGS), and other agencies as needed, will relocate emergency response operations to the EMD offices on the A Level of the Hoover State Office Building, located at the State Capitol Complex in Des Moines. This location is designated the "first alternate state emergency operations center."

- 2. Second Alternate Site

In the event that both the primary and first alternate state emergency operations centers become unsuitable for use, the EMD, with the assistance of the DGS and other agencies as needed, will identify an appropriate second alternate site from among state-owned and private sector options. Emergency response and/or recovery operations will be relocated to that site as expeditiously as possible. This site, once identified will be designated the "second alternate state emergency operations center." Should any second alternate site become unsuitable for use another site will be identified, converted to a useable condition, and occupied.

## VIII. Plan Testing, Review, and Maintenance

- A. This plan is a controlled document maintained by EMD. All plan holders on shall automatically receive updates as they become available, and are expected to promptly replace obsolete plan sections with these updates.
- B. Each year, state government engages in numerous exercises of varying size and scope for the purpose of testing this plan and/or related emergency plans. State government also is typically called upon several times each year to implement this plan in response to actual emergencies/disasters occurring within the state. A record of corrective actions identified as a result of exercises or actual emergency/disaster operations will be maintained in a file by the EMD Preparedness Bureau. In addition to plan modifications, these actions may include personnel training, equipment upgrades or purchases, and the development or modification of operating procedures. Those corrective action recommendations that pertain to this plan will be incorporated into the plan at intervals to be determined by the EMD



Basic Plan

Administrator. Prior to distributing plan updates to plan holders, all agencies affected by the corrective actions will be given the opportunity to review, comment on, and, if they deem it necessary, appeal those modifications.

Basic Plan

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

<b>Federal Response Plan Annex</b>	<b>Corresponding State Plan Section</b>	<b>Lead State Agency</b>
Basic Plan	Basic Plan; Direction, Control, and Coordination	Office of the Governor (or designee)
ESF #1-Transportation	Transportation	Department of Transportation
ESF #2-Communications	Communications and Warning Systems	Department of Public Safety
ESF #3 - Public Works and Engineering	Public Works and Engineering	Department of Transportation
ESF #4 - Firefighting	Fire Management	Dept. of Natural Resources <sup>3</sup>
ESF #5 - Information and Planning	Research, Analysis, and Planning (Includes Disaster Assessment Attachment)	Emergency Management Division
ESF #6 - Mass Care	Human Services; Sheltering <sup>4</sup>	Department of Human Services
ESF #7 - Resource Support	Resource Management	Emergency Management Div.
ESF #8 - Health and Medical Services	Public Health; Medical Services; Mass Fatalities	Department of Public Health
ESF #9 - Urban Search and Rescue	Search and Rescue	Department of Public Safety
ESF #10 - Hazardous Materials	Hazardous Materials	Dept. of Natural Resources
ESF #11 - Food	Human Services	Department of Human Services
ESF #12 - Energy	Resource Management Attachment 3: Energy Emergency Plan	Dept. of Natural Resources

<sup>3</sup>Forests and Prairies Division<sup>4</sup>The State Plan Sheltering Annex addresses both "emergency protective sheltering" and "sheltering displaced disaster victims." Federal ESF 6 addresses disaster victim sheltering, not protective sheltering.

Basic Plan

**Attachment 1: Relationship between Federal and State of Iowa Response Plans (cont.)**

<b>Federal Response Plan Annex</b>	<b>Corresponding State Plan Section</b>	<b>Lead State Agency</b>
Recovery Function Annex	These areas are to be covered in the Iowa Emergency Recovery Plan	Emergency Management Div.; Department of Human Services
Community Relations Support Annex	Public Information	Office of the Governor (or designee)
Congressional Affairs Support Annex	Public Information	Office of the Governor (or designee)
Donations Management Support Annex	Resource Management Attachment 1: Donations/Volunteer Management	Emergency Management Division
Financial Management Support Annex	Finance and Administration	Emergency Management Division
Logistics Management Support Annex	Logistics	Emergency Management Division
Occupational Safety and Health Support Annex	Resource Management Attachment 2: Personnel Processing Ctr	Department of Personnel
Public Affairs Support Annex	Public Information	Office of the Governor (or designee)
Terrorism Incident Annex	Terrorism Incident Response	Crisis Management— Department of Public Safety; Consequence Management— Emergency Management Div.

STATE AGENCY RESPONSIBILITY MATRIX

AGENCIES	GOV	EMD	DPS	DNR	DHS	ITD	DPH	DOT	DPD/ IANG	DOM	IDOP	ELDER AFFAIRS	IDALS	DGS	AG	Cmrc Utity	DOC	DRF	BD of REG	Dept of ED	DED	ICN	DIA	IWD	DCA	ARC	CAP
Functional Annexes																											
Annex A: Direction, Control, Coordination	P	S	S1					S	S	S			S				S2										
Attachment 1: State Forward Operations Teams																											
Annex B: Research, Analysis & Planning		P	S	S	S	S	S	S	S	S	S	S	S	S	S	S				S					S		
Attachment 1: Disaster Assessment		P	S	S	S		S	S	S																		
Annex C: Resource Management		P							S					S				S						S			
Attachment 1: Donations/Volunteer Mgmt.		P			S				S									S3									
Attachment 2: Personnel Processing Ctr.																											
Attachment 3: Energy Emergency Plan		S	S	P				S							S	S											
Annex D: Finance Administration		P							S	S	S			S	S			S									
Annex E: Logistics		P	S	S				S	S			S		S					S								S
Annex F: Transportation		S	S	S				P	S			S		S					S								S
Annex G: Public Works & Engineering		S	S	S				P	S					S		S	S						S				
Annex H: Communication and Warning Systems		P	S	S				S	S													S					S
Annex I: Public Information	P	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Annex J: Evacuation	S	P	S	S	S				S			S								S							
Annex K: Sheltering		S	S		P			S	S			S								S							S
Annex L: Human Services		S			P			S			S	S											S				S
Attachment 1: Disaster Mental Health		S			P			S							S												S
Annex M: Dam Failure Emergency Response		S	S	P				S	S																		
Annex N: Fire Management		S	S	P4					S																		
Annex O: Hazardous Materials		S	S	P			S	S	S				S						S5								
Annex P: Radiological Emergencies		S	S	S	S		P	S	S			S	S		S	S	S		S5							S	S
Annex Q: Law Enforcement		S	P	S				S	S																		
Annex R: Search & Rescue		S	P	S				S	S									S									S
Annex S: Public Health		S	S					P					S							S5			S				
Attachment 1: Strategic National Stockpile																											
Annex T: Medical Services		S	S					P												S5							
Annex U: Mass Fatalities		S	S		S			P	S	S																	
Annex V: Terrorism Incident Response		P6	P6	S	S	S	S	S	S				S	S		S	S		S5				S				
Annex W: Infectious Animal Disease Disasters		S	S	S				S	S	S			P							S3							

P Primary Responsibility  
 S Support Responsibility  
 1 Lead for Civil Disturbance Only  
 2 Lead for Prison-Related Emergencies Only

4 Forests and Prairies Division  
 5 University of Iowa Hospitals and Clinics  
 6 Joint Leads for Response to Terrorist Attacks

**ATTACHMENT 3: ACRONYMS AND ABBREVIATIONS**State Government Departments, Divisions, and Bureaus (not exhaustive)

BOR	Board of Regents
BRH	(DPH) Bureau of Radiological Health
DCA	Department of Cultural Affairs
DEHS	(ISU) Department of Environmental Health and Safety
DGS	Department of General Services
DHS	Department of Human Services
DIA	Department of Inspections and Appeals
DNR	Department of Natural Resources
DOC	Department of Corrections
DOT	Department of Transportation (text will specify whether state or federal)
DPD	Department of Public Defense
DPH	Department of Public Health
DPS	Department of Public Safety
DRF	Department of Revenue and Finance
EMD	Emergency Management Division
IANG	Iowa National Guard
IDALS	Iowa Department of Agriculture and Land Stewardship
IDOP	Iowa Department of Personnel
IOSHA	Iowa Occupational Safety and Health Administration (formally, Iowa Workforce Development Department, Division of Labor)
ISU	Iowa State University
ITD	Iowa Technology Department
IWD	Iowa Workforce Development
MVE	(DOT) Motor Vehicle Enforcement
UHL	University (of Iowa) Hygienic Laboratory

Federal Agencies

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

## Basic Plan

Federal Agencies (continued)

NWS	National Weather Service
OSHA	Occupational Safety and Health Administration
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture

Non-governmental Organizations

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

Other

AVIC	Area Veterinarian in Charge
CAPP	Critical Asset Protection Planning
CCP	Crisis Counseling Program
CISM	Critical Incident Stress Management
COW	Cell On Wheels
CST	Civil Support Team
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Assistance Team
EAS	Emergency Alert System
ELT	Emergency Location Transmitter
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EPZ	Emergency Planning Zone
ESF	Emergency Support Function
FAC	Family Assistance Center
FADD	Foreign Animal Disease Diagnostician
FCP	Forward Command Post
FRC	Federal Response Center
FRMAC	Federal Radiological Monitoring and Assessment Center
FRMAP	Federal Radiological Monitoring and Assessment Plan
FRP	Federal Response Plan
GETS	Government Emergency Telephone Service
GIS	Geographic Information System
IAC	Iowa Administrative Code
IC	Incident Commander

## Basic Plan

Other (continued)

ICAT	Iowa Crisis Action Team
ICN	Iowa Communications Network
ICRT	Iowa Crisis Response Team
ICS	Incident Command System
IMAC	Iowa Mutual Aid Compact
IRVIN	Iowa Rapid Veterinary Information Network
JIC	Joint Information Center
JOC	Joint Operations Center
LOA	Letter of Agreement
MOU	Memorandum of Understanding
NOUE	Notification of Unusual Event
NVSL	National Veterinary Services Laboratory
NWR	NOAA Weather Radio
PAG	Protective Action Guide
PEP	Plume Exposure Pathway
PIO	Public Information Officer
PPC	Personnel Processing Center
RAM	RadioActive Materials
RERP	Radiological Emergency Response Plan
RERT	Radiological Emergency Response Team
ROC	Regional Operations Center
SAR	Search and Rescue
SCBA	Self-Contained Breathing Apparatus
SEOC	State Emergency Operations Center
SNS	National Pharmaceutical Stockpile
SOP	Standard Operating Procedure
STARC	STate ARea Command
UC	Unified Command
USC	United States Code
WMD	Weapons of Mass Destruction

## Annex A: Direction, Control, and Coordination

**Responsible Agencies**

- Primary: Office of the Governor (usually delegated to the Emergency Management Division but may vary depending on incident type – see table in the Operational Overview section of this annex)
- Support: Will vary depending on the incident type

**Significant Functional Interdependencies:** All response functions in this plan depend on and are linked to the direction, control, and coordination function.

**Introduction****Purpose**

To identify the means, methods, and organizational structure for directing and monitoring the use of personnel and other resources that may come under the control of state government for the purpose of responding to an emergency or disaster; to coordinate the use of these personnel and resources in a manner that maximizes state government's effectiveness in the protection of life, safety, health, and property, in that order of priority.

**Scope**

This function:

1. Addresses how state government officials direct the activities of stateowned response forces, as well as those forces for which it assumes control during an emergency or disaster.
2. Provides an organizational structure that facilitates coordination with local jurisdictions, other states, the federal government, and the private sector.
3. May be conducted as part of centralized operations from the State Emergency Operations Center (SEOC), from a Forward Command Post (FCP), or from some other operating location. The size of the organization will expand or contract relative to needs.
4. Focuses on direction, control, and coordination considerations affecting all functions and state agencies activated in response to an emergency or disaster (i.e., operation wide). Function-specific direction, control, and coordination considerations are addressed in corresponding functional annexes. Agency-specific direction, control, and coordination considerations are addressed in agency standard operating procedures.

**Planning Considerations****Situation**



## Annex A: Direction, Control, and Coordination

People and their property, at the local level, are the most directly and acutely affected by the consequences of emergencies and disasters. As a result, the initial response to an emergency or disaster comes from local government.

When those emergencies and disasters overwhelm local response capabilities and intrastate mutual aid, local government may request support from state government. When the disaster response grows beyond the capabilities of state government, the Governor may request interstate or federal assistance.

In general, a local government will maintain responsibility for disaster operations within its jurisdiction for the entire duration of an emergency or disaster, regardless of the extent of assistance received from other levels of government. When state government assistance is provided under these circumstances it is intended to support and supplement the local response, and is usually provided to fulfill specific missions. The nature and scope of these missions is determined through consultation between local and state officials, who work together to analyze the situation, decide how to quickly and effectively respond, and decide what personnel, equipment, materials/supplies, and other resources may be needed. There are some exceptions to this approach: Occasionally, state and sometimes federal authorities will take control of all or a portion of an incident response. This occurs only when an incident originating within a particular jurisdiction poses a threat to people located outside of that jurisdiction, as in the case of an infectious human or animal disease disaster.

Although affected local jurisdiction(s) will maintain control and have responsibility for overall disaster operations within their jurisdiction (except as noted above), the state will always exercise direction, control, and coordination of the personnel and resources it deploys.

Once the Governor has issued a Proclamation of Disaster Emergency for all or a part of the state, resources may be obtained from other states through the Emergency Management Assistance Compact and/or through the federal government (see Annex C: Resource Management).

When the Governor requests federal assistance, and that assistance is granted, state officials work with the Federal Emergency Management Agency (FEMA) to define the roles, responsibilities, and missions for joint state/federal agency response activities.

## Annex A: Direction, Control, and Coordination

**Assumptions**

1. Emergencies and disasters occur at the local level, and local governments have the primary responsibility for the initiation and ongoing management of a response under most circumstances. As noted in the previous section, certain types of incidents may necessitate that the state or federal government initiate or take over the management of an incident. However, regardless of which government entity takes control of an incident, each level of government maintains ultimate responsibility for and authority over its own personnel and resources.
2. Emergencies and disasters may overwhelm local government's ability to respond effectively. Local governments will request State assistance when local response, including mutual aid, is overwhelmed or when specialized assistance is needed that is unavailable at the local level.
3. In most cases, the local request for assistance from the state will be coordinated through the local emergency management coordinator.
4. When state government's ability to respond to a disaster is overwhelmed, the Governor will request interstate and/or federal assistance.
5. The size and complexity of the organization needed to maintain direction and control of state government personnel and resources, and for the coordination of federal resources, will be determined by the needs created by the emergency or disaster.

**Policies**

Upon activation of this plan, the State of Iowa will establish and manage an organization for coordinating disaster response activities between state government and local governments, and between state government and the federal government. This organization will be under the control of the Governor or the Governor's representative.

**Concept of Operations****Operational Overview**

The Governor's authority to act in cases of public disorder or disaster emergency can be found in Iowa Code §29C.3 and §29C.6. The Governor may delegate any administrative authority provided in Iowa Code Chapter 29C, and may also provide for the sub-delegation of any such authority.

The level of organization necessary to maintain direction, control, and coordination of state personnel and resources in an emergency or disaster depends on the nature and scope of the disaster. State-level direction, control, and coordination may be decentralized in a small

## Annex A: Direction, Control, and Coordination

emergency/disaster, or may be centralized at the SEOC when the disaster/emergency is of significant magnitude. When the SEOC is activated, the size, complexity, and focus of the organizational structure there will be adjusted to best satisfy operational needs.

At the most basic level, the State of Iowa's emergency response activities can be divided into three categories:

1. Plan interpretation, policy development, and strategic command (accomplished by the Governor or Governor's Designee, the Executive Group, the Executive Support Group, and the Public Affairs Group, each of which is described below);
2. Plan/policy implementation, and coordination of the response functions described in the functional annexes of this plan (accomplished by the Operations Section, which described below);
3. Logistical/administrative internal support of the above (accomplished by the Internal Logistics and Administration Section, and by the Research, Analysis, and Planning Section, each of which is described below).

Attachment 1 to this annex depicts the relationship among these components when responding to an incident of relatively large magnitude. As stated above, during an actual incident this organization may be expanded or contracted to fit operational needs. The various elements of the state government response structure are described on the following pages.

**GOVERNOR OR GOVERNOR'S DESIGNEE** – When the emergency or disaster is of a magnitude that requires activation of this plan, the Governor or Governor's designee will lead the operation. This position is vested with statutory authority to assume direct operational control over any and all emergency management functions within the state.

The Governor or Governor's designee, in consultation with the Executive Group (described below), will provide overall direction, control, and coordination of state personnel and resources, and will authorize the Chief of Operations (described below) to work with local governments in defining missions for assignment to state agencies.

**EXECUTIVE GROUP** – This group serves in a consulting capacity to the Governor or Governor's designee for the primary purpose of supporting emergency/disaster operations. The Executive Group consists of the department heads, or their designees, of the departments that are assigned a key role in the disaster. Agencies provide direct supervision of those employees from their respective agencies who are deployed to fulfill one or more disaster missions.

## Annex A: Direction, Control, and Coordination

Certain types of incidents require that specific Executive Group agencies assume a secondary operation-wide direction, control, and coordination role in support of the primary role assigned to the Governor's Office (or the agency designated as primary by the Governor's Office). The following table lists these incident types and the associated direction, control, and coordination support agencies:

<b>Incident type</b>	<b>D, C, &amp; C Support Agency</b>
All incident types	Emergency Management Division
Civil disturbances	Department of Public Safety
Threatened or suspected or confirmed terrorist incidents	Department of Public Safety
Prison uprisings/riots	Department of Corrections
Public health emergencies including but not limited to infectious disease outbreaks and bioterrorism	Department of Public Health
Radiological Emergencies	Department of Public Health
Hazardous materials releases	Department of Natural Resources
Energy Emergencies	Department of Natural Resources
Agricultural emergencies, including but not limited to infectious animal disease outbreaks, agroterrorism, and drought	Iowa Department of Agriculture and Land Stewardship

## Annex A: Direction, Control, and Coordination

The actions of the Governor or Governor's designee and the Executive Group will be influenced by requests for services from:

1. Local governments;
2. Agencies or institutions within Iowa state government;
3. Other state governments;
4. The federal government;
5. Information obtained through the activities of the Research, Analysis, and Planning Section;
6. The needs of the Public Affairs Group.

**EXECUTIVE SUPPORT GROUP** - Personnel fulfilling the following functions will also support the Governor or Governor's designee and the Executive Group:

- Chief of Staff
- Administrative Assistant/Secretary
- Congressional & Legislative Liaison
- General Counsel

**PUBLIC AFFAIRS GROUP** - This group:

1. Is responsible for the dissemination of emergency/disaster information to the public either through the media or using direct channels;
2. Monitors media and public perception and takes actions necessary to develop, improve, or maintain community relations in emergency/disaster affected areas.
3. Ensures that all information released to the media/public is in accord with the express intent of the Governor or Governor's Designee and the Executive Group.

The Governor's Office Public Information Officer is officially the lead coordinator of this group. This responsibility is often delegated to the Emergency Management Division Public Affairs Specialist.

Refer to Annex I: Public Information for a detailed description of the specific activities that this group will typically perform during an emergency or disaster.

**OPERATIONS SECTION** - This section tracks mission assignments, acts as direct liaison for local emergency management to access the state response organization, and generally supports the Chief of Operations. The Chief of Operations has direct responsibility for:

1. Coordination of state government's operational response;
2. Communication with local jurisdictions to define missions for assignment to state agencies, and the subsequent assignment of these missions and associated tasks to the agency liaisons for those agencies activated in response to the emergency or disaster.

## Annex A: Direction, Control, and Coordination

The Chief of Operations, or a designee, has direct responsibility for coordinating the activities of all the emergency response functions included in this plan, in conjunction with the agency liaisons that are assigned as the primary agency for their respective functions. Additionally the Chief of Operations may directly task the Research, Analysis, and Planning Liaison and/or the Chief of Administration to have their respective sections perform operations-related support activities.

The Chief of Operations will report on operational activities to the Governor or Governor's Designee and to the Executive Group through verbal and/or written briefings.

***INTERNAL LOGISTICS AND ADMINISTRATION SECTION*** – When an emergency or disaster occurs in Iowa that is of sufficient magnitude to require the implementation of this plan, state government's primary role becomes one of supporting local operations once local jurisdictions can no longer provide an adequate response without outside assistance. This support may be in the form of personnel, equipment, materials/supplies, technical assistance and/or other forms of assistance. State government emergency/disaster response is not limited to local jurisdictions, but may also be directed toward state facilities/institutions/agencies.

The Internal Logistics and Administration Section is responsible for organizing and implementing internal administrative and logistical activities needed to support state government as it fulfills the emergency/disaster response mission summarized in the previous paragraph. Internal Logistics and Administration Section activities may support the SEOC, an alternate EOC, or a set of decentralized locations serving the purpose of an EOC. These activities include:

1. Providing meals to all shifts.
2. In consultation with the Executive Group and the Operations Section, ensuring that there are personnel scheduled to work all shifts for all activated positions.
3. Monitoring working conditions and work practices for compliance with state and federal regulations and departmental policies.
4. Disbursing equipment to use within the SEOC and/or for use by individuals or teams deployed to the field. For example: cell phones, hand-held two-way radios, digital cameras, GIS devices, and vehicles.
5. Accounting for the above-mentioned equipment, and arranging for repairs or replacements when needed.
6. Determining and meeting facility security needs.

This section is led by the Chief of Administration, who is responsible for ensuring that section duties are completed on time and in accordance with requests and/or pre-established standards. The Chief of Administration serves as both a Special Assistant to the Executive Group

## Annex A: Direction, Control, and Coordination

and as a liaison to the Chief of Operations, and may receive assignments from either.

**RESEARCH, ANALYSIS, AND PLANNING** – This section is responsible for gathering, monitoring, processing, analyzing, and reporting on the multiple types of information needed to support emergency/disaster operations.

This section is led by the Research, Planning, and Analysis Liaison, who is responsible for ensuring that the duties of this section are completed on time and in accordance with requests and/or pre-established standards. The Research, Analysis, and Planning Liaison serves as a Special Assistant to the Executive Group and as a liaison to the Chief of Operations, and may receive assignments from either. The Research, Analysis, and Planning Liaison also serves as the primary agency lead for the Research, Analysis, and Planning response function. Research, Analysis, and Planning is unique among all organizational units in this plan in that it serves as both a section within the direction, control, and coordination framework and as a response function employed by the Chief of Operations to meet satisfy specific operational needs. For a detailed description of the activities and organization of this section, see Annex B: Research, Analysis, and Planning.

**AGENCY OPERATIONS LIAISONS** – These individuals are responsible for making mission assignments to field personnel and ensuring that mission tasks are completed. Liaisons will report on their agency activities to the Chief of Operations.

#### **Federal Interface**

Federal resources will supplement state and local operations. As when state resources are deployed, the local jurisdiction will maintain control and have direct responsibility for overall disaster operations within their jurisdiction when federal resources are deployed. FEMA, in consultation with state officials, will establish mechanisms for coordinating federal assistance and for maintaining the direction and control of federal personnel and other resources.

#### **Response actions (by responsible agency)**

##### ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about

## Annex A: Direction, Control, and Coordination

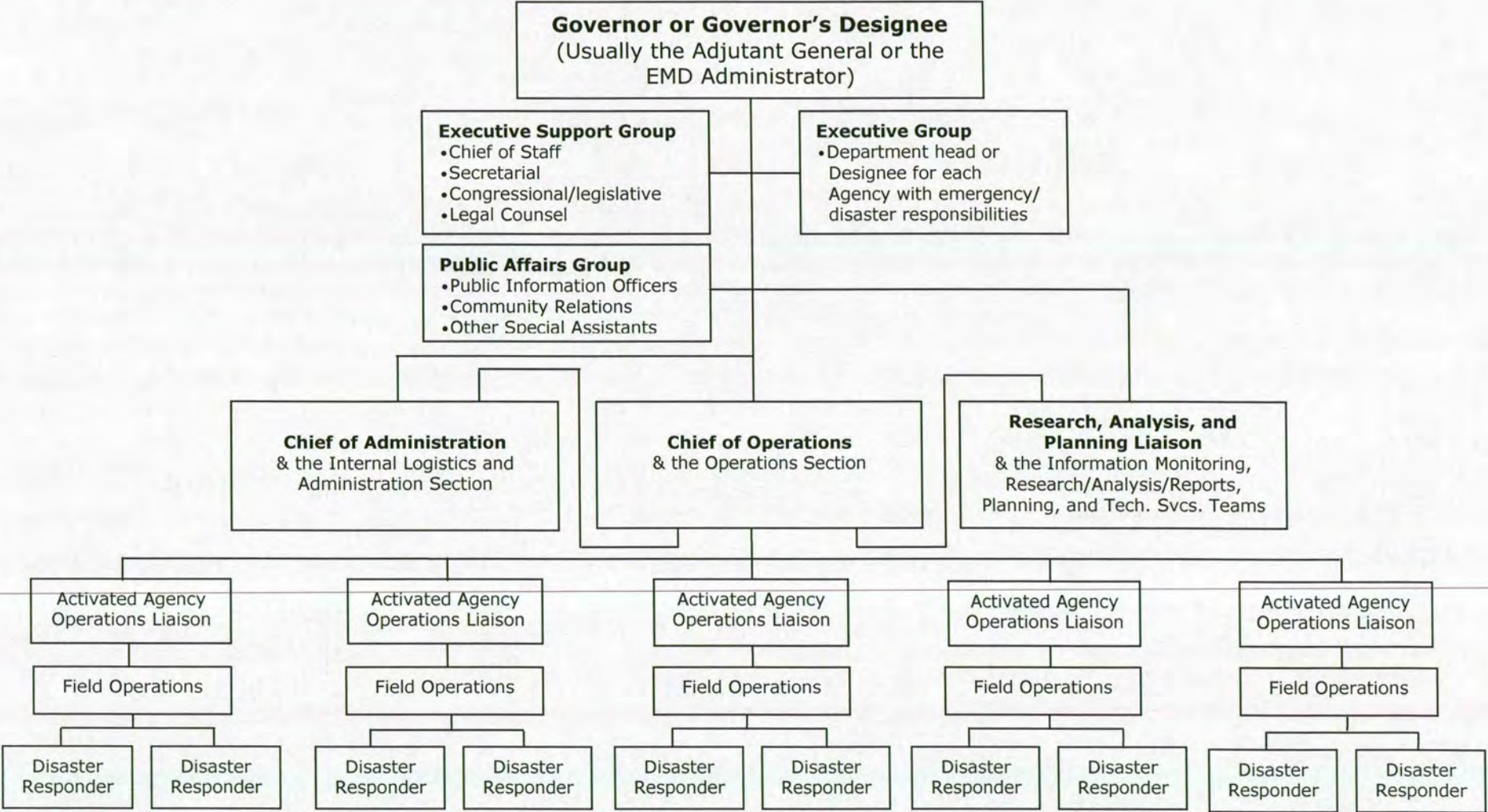
- when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
  4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
  5. Coordinate activities with other participant agencies as needed.
  6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
  7. Maintain logs of activities, messages, etc.
  8. Initiate agency personnel notification and callback actions.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.



# State Government Direction, Control, and Coordination upon Activation of the Iowa Emergency Response Plan



Annex A: Direction, Control, and Coordination  
Attachment 1: State Forward Operations Teams  
03/28/03 1

## **State Forward Operations Teams**

### **Attachment 1 to Annex A: Direction, Control, and Coordination**

#### **CONCEPT OF OPERATIONS**

The Emergency Management Division (EMD) may deploy "State Forward Operations Teams" to areas affected by an emergency or disaster when the incident goes beyond, or appears to have the potential to go beyond, a local jurisdiction's response capabilities, or when state assistance is otherwise deemed necessary. Depending on the nature of the assistance to be provided and/or the conditions at the scene, forward teams may be deployed directly to the scene of an incident or to another location that is forward of the State Emergency Operations Center (SEOC) but away from the scene. The SEOC need not be activated for forward teams to be deployed.

Composition of State Forward Operations Teams will be determined by the EMD Chief of Operations, will include personnel from EMD and/or other state agencies, and will be based on:

1. Assessment reports identifying the types of impacts and the extent of damages;
2. The specific nature of any requests for state assistance made by a County Emergency Management Coordinator and/or other local official(s);
3. Other incident-specific considerations (for example: specialists from the Department of Natural Resources may be included in or completely comprise a team deployed to the scene of an incident involving the release of a hazardous chemical; specialists from the Department of Public Health may accompany or completely comprise teams sent forward in response to certain types of infectious disease outbreaks).

These teams will have a variety of mission types, and may receive multiple missions. Examples of missions assigned to forward teams include:

1. Disaster assessment;
2. Technical assistance;
3. Management of forward-deployed state government personnel, equipment, and/or other resources.

Forward team missions are formulated and assigned by the EMD Chief of Operations to fulfill identified needs in support of state government's emergency/disaster response operational objectives.

#### **SCENE MANAGEMENT OVERVIEW**

Response to emergencies and disasters begins at the local level. Local departments responding to emergencies/disasters will use a recognized incident management system to coordinate fire, law enforcement, emergency

Annex A: Direction, Control, and Coordination  
Attachment 1: State Forward Operations Teams

medical services, and other emergency personnel at the incident scene. Multiple scene management models are currently in use throughout the county, including the California FIRESCOPE Incident Command System (ICS) and the Phoenix Fire Ground Command (FGC) System. The model which is recommended by the Fire Service Training Bureau of the State Fire Marshal's Office contains elements of both the California and Phoenix models.

All recognized incident management models share the same basic framework and principles, and personnel trained on one model should have little or no difficulty operating under another model. With all of these models, responding agencies will function under the direction of an Incident Commander (IC) appointed by an appropriate official from the jurisdiction within which the incident occurs. As the size and/or complexity of the incident grows over time, there is a corresponding expansion of the response organization, which may eventually incorporate additional local response agencies, technical and/or logistical support units, mutual aid assistance, and assets supplied by the state and/or federal government. Likewise, as the response winds down, the IC will reduce the size and/or alter the structure of the organization accordingly.

Direction, control, and coordination of the incident scene will be established by the authorities of the government of jurisdiction, and will be maintained by an IC or by a unified command group (described in the next section) representing those authorities and operating under a recognized incident management system. It is not unusual for command of an incident scene to change hands one or more times over the course of a response. However, it must be emphasized that overall control of the scene will always remain with a qualified official appointed by the agency of jurisdiction, which may be a local, state, or federal agency depending on the affected jurisdiction. When an incident commander or unified command group requests assistance from outside of its jurisdiction, operational control of the outside personnel and other resources deployed to the scene is retained by the local, state, or federal government agency that deployed the personnel/resources.

The following is a visual representation of the most basic elements of a response organization formed using the incident management concept:



#### **UNIFIED COMMAND**

Unified Command (UC) is a variant scene management model that allows multiple agencies/jurisdictions with shared authority over the incident to

Annex A: Direction, Control, and Coordination  
Attachment 1: State Forward Operations Teams

jointly manage command of response organizations and activities. A UC usually includes command-level personnel from each of the entities with a major role in the response, working collaboratively to make decisions such as setting strategic goals and determining resource assignment priorities.

Under different variations of the UC model, command responsibilities may be:

1. Assigned functionally within the operations section of the response organization, based on each UC agency's area of specialization;
2. Rotated among UC agencies based on agency specialization in relation to the stage or phase of the incident;
3. Retained by command-level personnel over their respective agency operations and resources, with strategic decision-making accomplished jointly;
4. Divided up among command-level personnel based on geographical regions.

Regardless of how it is organized, the key characteristics of an UC are the same, and include:

1. A single, integrated response organization;
2. A co-located or shared facility;
3. Compatible standard operating procedures;
4. Shared action planning, logistics, and finance/administration functions;
5. The ability to tailor the size and structure of the UC organization to meet incident-specific needs;
6. Strict adherence to span-of-control guidelines for every unit at all levels and at all times;
7. The use of common organizational terminology designed to be acceptable to all response disciplines and all levels of government.

State government employees, when working at an incident scene, or in any other emergency/disaster-related capacity outside of the SEOC, will be trained on, and will establish and/or operate within, a UC framework.

Annex B: Research, Analysis, and Planning

**Responsible Agencies:**

Primary: Emergency Management Division  
Support: Department of Public Safety, Department of Natural Resources, Information Technology Department, Department of Public Health, Department of Cultural Affairs, Department of Transportation, Department of Public Defense - National Guard, Department of Management, Department of Personnel, Department of Elder Affairs, Department of Agriculture and Land Stewardship, Department of General Services, Attorney General's Office, Department of Commerce-Utilities, Department of Education

**Significant Functional Interdependencies:** The Research, Analysis, and Planning function will gather information from a variety of sources and will provide information, and the information-related services described in this annex, to all other activated functions, as directed by the Direction, Control, and Coordination function. The function will typically have the most direct interaction with the Direction, Control, and Coordination function, the Public Information function, the Resource Management function, and the Logistics function.

**Introduction**

**Purpose**

To gather, analyze, and present information needed for action planning, needs prioritization, resource allocation, and other state-government emergency/disaster-related responsibilities; to develop situation-specific action plans in support of strategic decisions made by state agency leadership.

**Scope**

The primary users of the Research, Analysis, and Planning function will be state agency leadership. The role of this function is generally one of supporting the decision-making process rather than implementing decisions once they have been made. Those responsible for carrying out this function may be physically located at the State Emergency Operations Center (SEOC), at an alternate state emergency operations center location, at forward command locations (when established as described in Annex A: Direction, Control, and Coordination), and/or at remote locations networked electronically.

When the SEOC or an alternate EOC has been activated, this function will mainly serve the Executive Group, the Public Information Group, and the Operations Section (see Annex A: Direction, Control, and Coordination for more information about the purpose and composition

## Annex B: Research, Analysis, and Planning

of these three groups, as well as how they and other individuals and entities will access the services provided through this function).

This function focuses on information-related processes, rather than on the long-term inventorying and storage of various types of information. These processes include, but are not limited to:

1. Monitoring and recording pertinent information about emergency response-related incidents and activities occurring within and outside of the SEOC;
2. Periodically developing reports that collate and summarize recorded information;
3. Completing disaster assessment summaries;
4. Gathering information from available sources to complete research assignments in support of the Direction, Control, and coordination function (see Annex A: Direction, Control, and Coordination):
5. Developing research-based recommendations and/or reports;
6. Creating action plans and operating procedures to support implementation of the decisions and strategies established by the Direction, Control, and Coordination function;
7. Meeting emergency response-related technical information needs including, but not limited to, graphics, geographic information system-based analysis and displays, database management, statistical analysis, and up-to-date weather and hydrological information.

### Planning Considerations

#### Situation

Numerous natural and technological hazards present in Iowa can cause emergencies and disasters, which, in turn, will create an increase in demand for data, information, research, situation assessments, recommendations, and action plans. Agencies and other organizations at the federal state and local levels, as well as the media and the general public, will expect state government to gather and make appropriate use of the wide variety of information that may be accessible through many sources and in many forms.

#### Assumptions

1. The most up-to-date, and sometimes the most accurate and complete, sources of information about emergency/disaster activities, events, conditions, and needs will often be at the local level.
2. Weather, equipment failures, site-accessibility problems, and other emergency/disaster-related events may hinder reconnaissance and other information-collection activities.

## Annex B: Research, Analysis, and Planning

3. The supply of and demand for information will be continual following the threat or occurrence of an emergency or disaster.
4. An effective means of preventing the spread of rumors and other types of unreliable information is to supply the media and general public with accurate and complete information at regularly scheduled intervals (see Annex I: Public Information). Therefore, the Public Information function may be a frequent user of the services provided by the Research, Analysis, and Planning function.

**Policies**

1. Although the timely and accurate acquisition, processing, and assessment of emergency/disaster-related information is an essential element of emergency/disaster response, these tasks assume a secondary role relative to the performance of essential life- and property-saving measures implemented at the local and state levels.
2. The Research, Analysis, and Planning function provides services directly to state government agencies involved in an emergency/disaster response. Requests for research, analysis, and planning services from local governments, the federal government, the private sector, and other entities may be assigned to the Research, Analysis, and Planning function by state-agency decision makers, when appropriate, through the Direction, Control, and Coordination function.
3. This function will coordinate closely with federal agencies under federal Emergency Support Function #5, Information and Planning, when it is implemented.

**Concept of Operations****Operational overview**

When activated, the Research, Analysis, and Planning function is physically located in the SEOC at the STARC Armory in Johnston, or at an alternate state emergency operations center location. If a state emergency operations center has not been not activated, all information reporting requirements established via this function will be satisfied by reporting directly to the EMD through its 24-hour number (515-281-3231), unless another communication channel has been specified.

The Research, Analysis, and Planning function include a liaison (assigned by the Direction, Control, and Coordination function) who:

1. Serves as the point of contact for accessing the full range of services provided by the function;

## Annex B: Research, Analysis, and Planning

2. Ensures that the function is performing optimally. In general, all communications with this function will be through the liaison. Four teams, each of which is assigned a different set of responsibilities, carry out the various services provided through this function. The responsibilities of each of these teams, as well as those of the liaison, are listed below:

Research, Analysis, and Planning Liaison

1. Assists Direction, Control, and Coordination personnel with:
  - a) Understanding its needs and priorities;
  - b) Defining, shaping, and clarifying its expectations;
  - c) Understanding its options.
2. Provides the Direction, Control, and Coordination function with priority information obtained either directly or through one of the four teams comprising this function.
3. Determines and assigns the specific tasks necessary for each team to fulfill its role in support of statewide disaster operations. Although these overall roles will remain more or less constant, specific tasks will vary from emergency/disaster to emergency/disaster.
4. Monitors and maintains staffing levels to ensure the functions teams remain capable of performing their assigned duties and producing output at an acceptable pace and of an acceptable quality.

Information-Monitoring Team

1. Continuously collects and collates information about the emergency/disaster situation.
2. Immediately reports any sensitive or high-priority information obtained through environmental scanning to the Research, Analysis, and Planning Liaison.
3. As needed, incorporate field personnel in addition to personnel situated at the State Emergency Operations Center.
4. Provides a contact person to work with the Situation Status Branch of the federal Information and Planning Section, as described in Emergency Support Function (ESF) #5 of the Federal Response Plan (FRP), when established.

Research, Analysis, and Reports Team

1. Using input provided by the Information Monitoring Team and other sources, prepares a variety of routine (e.g., Disaster Situation Reports, Briefing Summaries) and custom (e.g., presentations and special reports) products for use by the state's Direction, Control, and Coordination function and other state government leadership.
2. Performs data or information searches as directed by decision-makers or emergency operations personnel. These searches



Annex B: Research, Analysis, and Planning

may be limited to a specific geographical area or commercial/industrial sector.

3. Provides a contact person to work with the Documentation Branch of the federal Information and Planning Section (see ESF #5 of the FRP), when established.

Planning Team

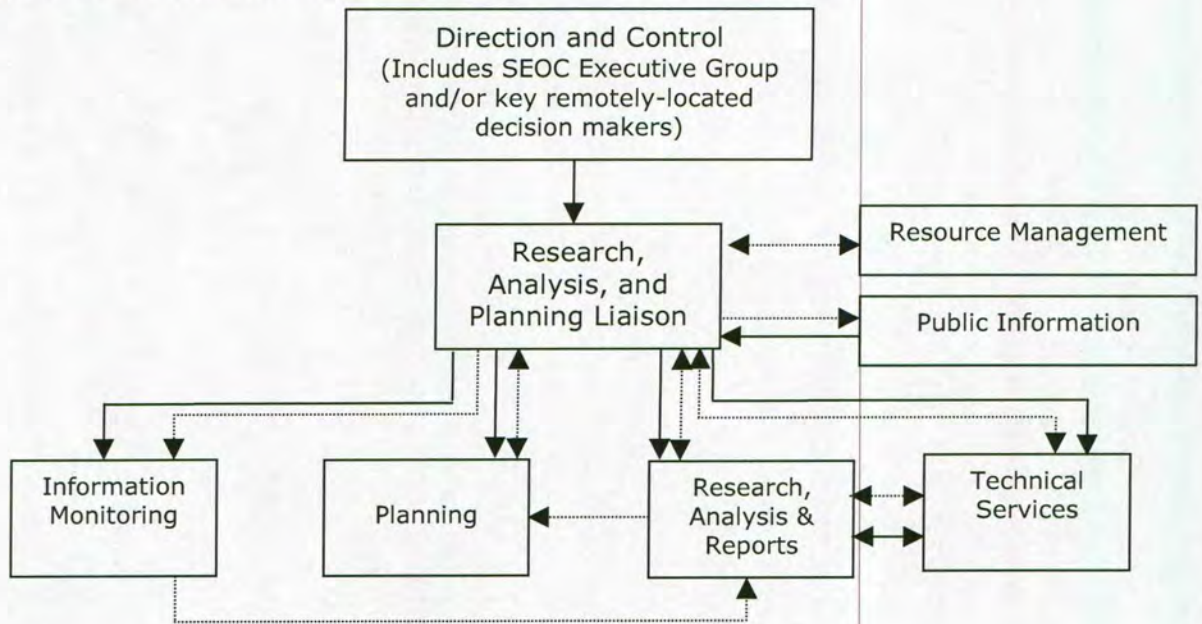
1. Develops situation-specific emergency response plans to meet the needs of the Direction and Control function. These plans may vary in scope from a set of recommendations to a comprehensive plan. When developing these plans the team will make use of:
  - a) Emergency/disaster-related data and reports provided by the Information Monitoring Team and the Reports Team;
  - b) Resource availability and location information provided through the Resource Management (Annex C) and Logistics (Annex E) functions;
  - c) Cost information and regulatory/administrative considerations provided by the Finance and Administration Function (Annex D).
2. Provides a contact person to work with the Planning Support Branch of the federal Information and Planning Section (see ESF #5 of the FRP), when established.

Technical Services Team

1. Establishes and maintains a geographic information system capability within the State Emergency Operations Center;
2. Performs statistical analysis when data are available;
3. Provides training and guidance on research techniques and methods and on working with damaged information sources;
4. Provides a contact person to work with the Technical Services Branch of the federal Information and Planning Section (see ESF #5 of the FRP), when established.

Annex B: Research, Analysis, and Planning

Organization of the Research, Planning, and Analysis function:



Dotted line = Information flow  
 Solid line = Assignment/request flow

**Federal Interface**

The Research, Analysis, and Planning Annex corresponds to Federal ESF 5, Information and Planning. The federal Information and Planning Section, when activated, may co-locate with the corresponding state function when doing so is feasible and is beneficial to overall emergency/disaster response objectives.

A National Weather Service (NWS) representative will be present at or accessible to the SEOC when there is a threat or occurrence of either natural or human-caused emergencies/disasters. NWS will provide critical information inputs in support of the Research, Analysis, and Planning function through its up-to-date weather and hydrological products, as well as through the interpretation of these products.

**Coordination with non-governmental entities**

The Civil Air Patrol (CAP) may carry out aerial information gathering missions when requested to do so by the EMD through established channels and in accordance with standard operating procedures.

Annex B: Research, Analysis, and Planning

**Response actions (by responsible agency)**

ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.
9. Collect raw data from field locations and provide it to designated contacts at the SEOC.
10. Directly manage or assist other organizations with recovery of critical documents damaged during an emergency or disaster.
11. Assist with the creation of situation-specific action plans. The lead agency for a specific planning assignment will depend on emergency/disaster-related needs and conditions.

EMERGENCY MANAGEMENT DIVISION

1. Maintain logs of all emergency/disaster-related activities, messages, etc. per SEOC SOPs.
2. Develop disaster assessments based on field data, information provided by local emergency management agencies, and other appropriate sources (see Attachment 1 to this annex for an overview of the disaster assessment process).

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex B: Research, Analysis, and Planning

3. Monitor and record the sources, destinations, and routing of emergency/disaster-related information available within and outside of the SEOC.
4. Develop reports and graphics for briefings.
5. Utilize GIS capabilities, when available, to support emergency/disasterresponse-related activities.
6. Create and distribute situation status reports.
7. Provide interpretation of the state government's disaster/emergency management-related plans, procedures, and laws or administrative rules as requested, with assistance from the Attorney General's Office when needed.
8. Request and coordinate deployment of CAP personnel and aircraft to collect information in support of emergency/disaster-response-related activities.
9. Record and summarize all briefings and disseminate summaries to executive and operations personnel, and to others as directed.
10. Develop reports and graphics for briefings.

DEPARTMENT OF CULTURAL AFFAIRS

1. Access state-government data resources under the agency's control as requested, to include the State Archives and the Records Center.
2. Provide direct research services as well as research training and guidance to other agencies conducting research.
3. Provide technical guidance to facilitate proper handling, salvaging, and reconstruction of records, artifacts, publications, and buildings during the response to an emergency or disaster.
4. Provide guidance on protecting cultural resources.
5. Support emergency/disaster-response activities by obtaining emergency grants, when available, through the Historic Resource Development Program; advise state leadership about any stipulations and other special considerations associated with the use of these grants.

DEPARTMENT OF NATURAL RESOURCES

1. Gather information and provide decision-makers with data and analysis about the effects of an emergency or disaster on the environment.
2. Provide advice and recommendations on the environmental impact of emergency/disaster response options under consideration by state leadership.
3. Monitor the status of waterways and recreational areas within and bordering the state; be prepared to brief on this subject as requested.

Annex B: Research, Analysis, and Planning

4. Utilize GIS capabilities to support emergency/disaster-related activities at the SEOC and in the field.
5. Energy Bureau (see Annex C, Attachment 3: Energy Emergency Plan for more detailed information on the bureau's responsibilities and activities):
  - a) Monitor the effects of an emergency or disaster on supplies of gasoline, diesel fuel, and other petroleum-based resources; provide analysis and/or recommendations to state leadership on this subject as needed or requested.
  - b) Provide state leadership with advice on how the effects of an emergency or disaster on energy supplies can or will affect any response options under consideration.
  - c) Provide information and recommendations about the options for restoring petroleum and other key energy resources and, when necessary, identifying the sources of temporary alternatives.

INFORMATION TECHNOLOGY DEPARTMENT

1. Provide information about the status of state information technology systems.
2. Provide statewide information-assurance capabilities.<sup>2</sup>
3. Provide information about threats to information processing, storage, or delivery systems, especially as these threats relate to systems or networks located in or otherwise affecting Iowa.
4. Monitor information systems and networks for damage or outages caused by the spread of computer viruses or other criminal activities.

DEPARTMENT OF COMMERCE – UTILITIES DIVISION

1. Gather information and provide analysis and planning assistance with respect to the effects of an emergency or disaster on electric power generation and transmission and/or on natural gas pipeline infrastructure.
2. Provide state leadership with advice on the how the effects of an emergency or disaster on utility infrastructure may affect each response option under consideration.
3. Provide information and recommendations, either periodically or upon request, about the options for restoring emergency/disaster-affected utility infrastructure and/or utilizing temporary infrastructure alternatives.
4. See Annex C, Attachment 3: Energy Emergency Plan for more information on the role of the Utilities Division in gathering and providing utility/energyrelated information to state leadership during an emergency or disaster.

Annex B: Research, Analysis, and Planning

DEPARTMENT OF PUBLIC SAFETY

1. Gather law enforcement information that may have a bearing on emergency/disaster response operations and provide this to state leadership through the Research, Analysis, and Planning liaison (this position is described in the "Operational overview" portion of this annex.
2. Request and compile statewide information through the Iowa Online Warrants and Articles (IOWA) System (see Annex H: Communication and Warning Systems) in response to requests from state leadership.
3. Monitor status of road conditions statewide; be prepared to provide updates to state leadership upon request.

DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

1. Gather information and provide analysis and planning assistance with respect to the effects of an emergency or disaster on the state's and nation's agricultural industry; be prepared to brief on this subject as requested.
2. Provide state leadership with advice on the agricultural impact of all emergency/disaster response options under consideration.
3. Develop periodic summaries of surveillance and contact-tracing data gathered during infectious animal disease outbreaks (see Annex W: Infectious Animal Disease Disasters).

DEPARTMENT OF TRANSPORTATION

1. Create reports, maps, and/or a status board showing the condition of key roadways into and out of the affected area(s) including statistics showing the amount and types of traffic moving into the area(s) so that vehicular overload may be minimized.
2. Monitor the status of public transit, rail, aviation, and commercial water transportation systems; be prepared to brief on these areas upon request.
3. Utilize GIS capabilities to support emergency/disaster-related activities at the SEOC and in the field.

DEPARTMENT OF PUBLIC HEALTH

1. Gather information and provide analysis and planning assistance with respect to the health-related effects of an emergency or disaster.
2. Develop periodic summaries of epidemiological data gathered during infectious disease outbreaks.

Annex B: Research, Analysis, and Planning

DEPARTMENT OF PUBLIC DEFENSE - NATIONAL GUARD

1. Perform monitoring, recording, and message collation activities when EMD's capabilities to carry out these tasks have been overwhelmed.
2. Deploy IA NG personnel, aircraft, and other resources in support of information-gathering operations in the field.

DEPARTMENT OF GENERAL SERVICES

Monitor the status statewide of buildings and other infrastructure owned or otherwise under the control of state government; report this information to state leadership periodically or upon request.

DEPARTMENT OF EDUCATION

Monitor the status statewide of schools and school-aged victims through the Area Education Association network; report this information to state leadership periodically or upon request.

ATTORNEY GENERAL'S OFFICE

Provide oversight of the recommendations, action plans, and any other types of output produced through this function which could potentially expose the state to adverse litigation; ensure compliance with state law and administrative rules; alert the Research, Planning, and Analysis Liaison (described in the Operational Overview section of this annex) of any potential violations, liabilities, or other areas of concern.

DEPARTMENT OF ELDER AFFAIRS

Gather information and provide analysis and planning assistance to meet the needs of frail elders during and in the immediate aftermath of emergencies or disasters. For information about long-term assistance to this group, refer to the Iowa Emergency Recovery Plan.

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

Secure information channels may be needed for relaying certain information. Also, secure locations for storing sensitive or confidential information may also be required.

## Disaster Assessment

## Attachment 1 to Annex B: Research, Analysis, and Planning

**Purpose and Overview**

When an emergency or disaster occurs of such magnitude as to require assessment of affected structures and impacts to the affected citizenry as a whole, the Emergency Management Division (EMD) will deploy one or more State Forward Operations Teams, trained in Individual Assistance Disaster Assessment, to coordinate with local emergency management and trained local disaster assessment team members (see the State Forward Operations Teams attachment to Annex A: Direction, Control, and Coordination for more information on state government's field deployment and field operations). These Forward Teams will consist of EMD personnel, along with other state agency personnel selected according to the type of disaster and its actual or anticipated impacts.

A local disaster assessment must be completed to determine not only the extent of structural damage, but also the entire range of disaster impacts. The assessment is the foundation from which local, state, and federal authorities make response decisions, and it includes information needed to determine the type and amount of assistance that will be required. An accurate assessment is the first step in effectively managing personnel, equipment, material, and supplies.

Ongoing assessments are used to determine the need for financial assistance through a Presidential Disaster Declaration, through a United States Department of Agriculture Secretarial Designation, and/or through other mechanisms for providing federal disaster assistance.

**Disaster Assessment Activities**

EMD will coordinate with local emergency management agencies to accomplish the following objectives:

1. Coordinate with non-state governmental response organizations, such as the American Red Cross, which may be in or near an affected area and can provide information from a rapid assessment survey (also known as a "windshield survey") containing a preliminary estimate of the number of homes impacted.
2. Provide a refresher training course, as needed, to local assessment team members.
3. Provide information about personal safety, the disaster area, trends and conditions, the magnitude of the event, and team composition. Team composition may include federal counterparts.
4. Designate a Team Leader for each disaster assessment team. When there are multiple teams to be deployed from one jurisdiction, also designate an Assessment Coordinator to which the Team Leaders will report (usually the county emergency management coordinator or a designee).



Disaster Assessment

Attachment 1 to Annex B: Research, Analysis, and Planning

5. Provide communication links between the Assessment Coordinator and Team Leaders.
6. Through the Assessment Coordinator, if one exists, and otherwise through the Team Leader(s), coordinate the time intervals, or alternatively the specific times, when, assessment information will need to be provided to EMD.
7. Once assessment work is completed, talk with team members to determine if a de-briefing or follow-up call is needed for dealing with disaster-related stress.

## Annex C: Resource Management

**Responsible Agencies**

Primary: Emergency Management Division  
Support: Department of General Services, Department of Public Defense - National Guard, Iowa Workforce Development, Department of Revenue and Finance

**Significant Functional Interdependencies:** Finance and Administration, Logistics. The following is a summary of the interrelationship among Resource Management and these two other functions:

The Resource Management function addresses determining and tracking who gets what resources from what source(s). Once this has been accomplished, the Logistics function focuses on how these things get to their respective destinations efficiently, including staging and temporary storage. The Finance and Administration deals with how to fund and carry out the acquisition of resources and services from the private sector, and ensures proper completion of all required financial procedures and associated paperwork.

Resource management decisions rely heavily on information obtained through the disaster assessment process (See the Disaster Assessment Attachment to Annex B: Research, Analysis, and Planning).

**Introduction**

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

**Scope:**

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

1. Accounting for the availability, location, condition, and length of commitment of all state-controlled resources.
2. Developing and maintaining an inventory of private-sector providers of resources that have historically been needed to support a disaster response.
3. Establishing communication channels with local officials who can and will provide accurate information about resource availability from local sources, and who have to authority to release these resources for emergency/disaster use.

## Annex C: Resource Management

4. Facilitating local access to local resources throughout the state through the Intrastate Mutual Aid Compact (IMAC), as provided for in section 29C.22 of the Code of Iowa.
5. Obtaining resources from other states through the Emergency Management Assistance Compact (EMAC), which was entered into by the State of Iowa in accordance with Section 29C.21 of the Code of Iowa.<sup>1</sup>
6. Coordinating the use of federal resources.
7. Allocating limited resources to a variety of recipients.

In accordance with Subsection 29C.6(1) of the Code of Iowa, the deployment and use of resources described in this annex will occur subsequent to a Governor's proclamation of disaster emergency, and only in those jurisdictions specified in the proclamation.

**Planning Considerations****Situation**

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

Disasters often require large quantities of personnel, materials/supplies, and equipment to respond to the immediate and short-term consequences of the disaster. (Note that management of longer-term consequences is covered in the recovery portion of the Iowa Emergency Plan.) Often, these critical resources are not available to the affected local jurisdiction either through direct-control or via mutual aid. In instances when these resources can be obtained locally, they are not always available in large enough quantities to meet disaster needs. These shortfalls can be met with state, federal, and private resources. All these resources must be accounted for and managed carefully.

**Assumptions**

1. All resources will be tracked and managed for efficient allocation, waste prevention and elimination of unnecessary or duplicate requests for outside support.
2. A disaster will create a demand for types and quantities of resources not normally available.
3. Resources that are normally available may be destroyed, damaged, or rendered inaccessible by disaster conditions.
4. Local jurisdictions will not normally request State resources until local resources, including directly controlled, private sector, donated, and/or mutual aid resources, are expended or committed.

## Annex C: Resource Management

5. State government will normally expend or commit in-state resources, including state-owned, private sector, and/or donated resources, before requesting interstate assistance through EMAC or federal assistance through appropriate federal agency emergency authorities and/or through the Federal Response Plan (FRP), when activated.

**Policy**

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

**Concept of Operations****Operational overview**

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

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

State government will analyze the disaster assessment information reported by local and/or state officials. The intent is to provide a preliminary indication of the types and quantities of resources that might be required, where those resources are likely to be needed most, and whether local resources might be available for mutual aid use. Prior to completion of the initial analysis of disaster assessment

---

<sup>1</sup> A Governor's Proclamation of Emergency Disaster is a prerequisite to requesting assistance through EMAC.

## Annex C: Resource Management

information, state resources will be deployed only in life-saving situations. The analysis will become the basis for subsequent resource allocation decisions.

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

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

When the state faces competing requests for the same resource(s), the Executive Group, consisting of the Governor or designee and Department Heads or their respective designees, will make the decision on granting requests based on the above criteria on a case by case basis. EMD will maintain ongoing up-to-date records of resource requests, availability, and uses and present this information to state government leadership in a clear, concise, and inclusive format upon request. The Department of Public Defense - National Guard will assist with this task as required.

### **Federal Interface**

The Resource Management Annex corresponds most closely to federal Emergency Support Function (ESF) 7, Resource Support. However, all federal ESFs provide resources to the state that will be coordinated through this function.

### **Coordination with non-governmental entities**

When assessing resource availability and evaluating resource use options, include applicable relationships with private-non-profit organizations, volunteer organizations, and business and industry.

### **Response actions (by responsible agency)**

#### ALL RESPONSIBLE AGENCIES

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

## Annex C: Resource Management

2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>2</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## EMERGENCY MANAGEMENT DIVISION

1. Deploy a trained disaster assessment team or multiple teams to obtain emergency/disaster impact information in accordance with Division SOPs and, when practicable, in conjunction with local trained disaster assessment personnel (see the Disaster Assessment Attachment to Annex B: Research, Planning, and Analysis).
2. Allocate/reallocate and track resources (including financial resources, personnel, equipment, and materials/supplies).
3. Maintain records of resource requests, resource use, message traffic, etc., for use in applying for federal disaster assistance and for use in after-action reports upon termination of the emergency.
4. Provide records of resources or services to the Finance and Administration function (see Annex D).
5. Facilitate resource sharing among local jurisdictions through IMAC, in accordance with the IMAC Guidebook.<sup>3</sup> Establish an IMAC workstation in the SEOC when appropriate. IMAC communication and transactions will occur via a website, backed up by a paper system.

---

<sup>2</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

<sup>3</sup> Maintained by the EMD Readiness and Response Bureau.

Annex C: Resource Management

6. Manage authorized EMAC resources from other states through the EMAC Guidebook.<sup>4</sup> Establish an EMAC workstation in the SEOC when appropriate. EMAC communication and transactions will occur via a website, backed up by a paper system.
7. Manage the coordination of volunteer resources and donated goods (see Attachment 1 to this annex).
8. Notify the Department of Personnel when conditions warrant the establishment of a Personnel Processing Center (see attachment 2 to this annex).
9. Ensure all available state agencies have been contacted about resource availability before seeking private-sector vendors or other non-state government sources (such as an inventory tracking system).
10. Monitor for effective utilization of applicable resource-related letters of agreement and memoranda of understanding.
11. Arrange for disposition of surplus resources after a disaster.

DEPARTMENT OF GENERAL SERVICES

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

DEPARTMENT OF PUBLIC DEFENSE - NATIONAL GUARD

Provide personnel to assist EMD with resource tracking and related record keeping.

WORKFORCE DEVELOPMENT

Upon request from EMD, identify unemployed individuals interested in and qualified for temporary disaster-related employment.

DEPARTMENT OF REVENUE AND FINANCE

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

---

<sup>4</sup> Maintained by the EMD Readiness and Response Bureau.

Annex C: Resource Management

DEPARTMENT OF PERSONNEL

At the direction of the EMD, and in coordination with the Departments of Public Health, Public Safety, and Human Services and the American Red Cross, establish a Personnel Processing Center to manage the registration and processing of volunteers and other non-routine responders to an emergency or disaster (see attachment 2 to this annex).



Donations/Volunteer Management  
Attachment 1 to Annex C: Resource Management

**PURPOSE**

To assign responsibilities and organize activities associated with money, goods, services, time, and/or talent offered by a variety of sources in response to an emergency or disaster, and to make the best use of these offered items if and when they are received.

**OPERATIONAL OVERVIEW**

The Iowa Disaster Human Resource Council (IDHRC) will act as lead for donations and volunteer management activities following an emergency or disaster of such magnitude as to inspire individuals or groups to make donations of goods and services and/or to volunteer their time and talents. The IDHRC will coordinate with member as well as non-member voluntary and faith-based groups, and with the State Emergency Operations Center (SEOC), to accomplish the activities listed in this document.

**DONATIONS MANAGEMENT ACTIVITIES**

1. Designate a Donations Management Coordinator.
2. Conduct a needs assessment to determine types of items needed.
3. Coordinate with Iowa Emergency Management Division's (EMD) Public Information Officer (PIO) to provide the following information to the public:
  - a) A statement encouraging cash donations versus donated goods;
  - b) A list of organizations accepting donations;
  - c) A list of items needed, if solicitation becomes necessary;
  - d) Pre-scripted press releases describing needs, the donations process, etc.
4. Monitor and disburse cash donations according to need. These tasks will be accomplished by the EMD's Administration Bureau.
5. Coordinate with EMD's webmaster to place a donation information process description and list of needed items on EMD web site.
6. Utilize the Iowa Concern Hotline's 24-hour number to accept donation information.
7. Provide Iowa Concern Hotline staff with a form detailing information needed from persons/organizations wishing to make donations.
8. Establish a database for tracking donation information received from Iowa Concern Hotline staff.
9. Coordinate with other disaster relief organizations to identify potential and actual unmet needs and duplication of benefits. The lead agency for accomplishing this activity is the Department of Human Services.
10. Coordinate closely with outreach workers in the disaster area to identify potential and actual unmet needs.
11. Designate a donations management representative to staff the SEOC, when requested.
12. Maintain contact with the Food Bank of Iowa to determine space availability for collection and storage of food items.

Donations/Volunteer Management

Attachment 1 to Annex C: Resource Management

13. If space is not available, coordinate with the Department of General Services to locate a warehouse storage facility that meets the following minimum requirements:
  - a) Should be close to but outside of the disaster area;
  - b) Should contain approximately 10,000 square feet of climate controlled space (this is a baseline estimate and will vary based on the magnitude of the disaster and estimated short-term and long-term space needs);
  - c) Must have a loading dock capable of handling more than one truck at a time;
  - d) Must have room for 18 wheelers to maneuver and turn;
  - e) Must have a conveyor belt for unloading;
  - f) Must have restrooms and hand-washing facilities.
14. Locate volunteers, or work with an established group, to staff any warehouse facilities that have been opened.
15. Track volunteer work hours for potential reimbursement through the federal Donated Resources Program, if a Presidential disaster is declared.
16. Utilize the EMD's PIO and media contacts to make impacted citizens aware of donations facility, hours of operation, and process for receiving goods.
17. Ensure that any goods not distributed by the end of the recovery period are donated to shelters or food pantries for their use (see Iowa Emergency Recovery Plan).

**DONATIONS MANAGEMENT COORDINATOR POSITION DESCRIPTION**

The Donations Management Coordinator will:

1. Work in coordination with EMD;
2. Serve as a SEOC representative of the State Donations Coordination Team, which includes, but is not limited to, the IDHRC, the Food Bank of Iowa, state agency representatives;
3. Communicate needs identified in the SEOC to the Donations Coordination Team for procurement of needed donations;
4. Lead all donation efforts for use and management of commodities;
5. Work with state government leadership and the Public Information Function to produce press releases (see Annex I: Public Information);
6. Communicate and coordinate with FEMA Donations Coordinator;
7. Chair all coordination meetings with VOAD (Voluntary Organizations Active in Disasters) groups.

**VOLUNTEER MANAGEMENT ACTIVITIES**

1. Designate a Volunteer Management Coordinator.
2. Utilize the Iowa Concern Hotline's 24-hour number to accept volunteer information.

Donations/Volunteer Management

Attachment 1 to Annex C: Resource Management

3. Provide Iowa Concern Hotline staff with a form detailing information needed from persons/organizations wishing to volunteer.
4. Coordinate with Iowa Concern Hotline staff to determine how often volunteer information will be provided to volunteer coordinator.
5. Coordinate with EMD's PIO to provide the public with the Iowa Concern Hotline number, and information on how to volunteer.
6. Work with EMD's PIO to make the public aware that spontaneous volunteers who show up at the disaster site are discouraged. Spontaneous volunteers will be asked to contact the Iowa Concern Hotline if they wish to volunteer.
7. Develop a database for tracking volunteer information, organized by specialty. Enter information received from the Iowa Concern Hotline into the database.
8. Provide volunteer coordinator contact information to the incident commander so that he/she can request a list of potential volunteers to fill a specific need.
9. Track volunteer work hours for potential reimbursement through Volunteer Credit program, if a Federal disaster is declared.

**VOLUNTEER MANAGEMENT COORDINATOR POSITION DESCRIPTION**

The Volunteer Management Coordinator will:

1. Work in coordination EMD;
2. Provide state government leadership and others with basic information about the services and capabilities of different voluntary agencies;
3. Lead all volunteer efforts in the proper use and management of volunteers;
4. Represent volunteer agencies and provide advice on volunteer management practices and policies at SEOC decisions;
5. Represent the IDHRC in all SEOC coordination issues and communicate policy decisions to IDHRC;
6. Assist with state government leadership and the Public Information Function with the development of press releases when volunteers are needed (see Annex I: Public Information);
7. Communicate needs identified in the SEOC to IDHRC for procurement of needed volunteers;
8. Communicate and coordinate with the FEMA VOLAG (Voluntary Agency) Coordinator;
9. Chair all coordination meetings with VOAD (Voluntary Organizations Active in Disasters) groups.

**FEDERAL INTERFACE**

The Donations/Volunteer Management Annex corresponds to the Donations Management Support Annex in the Federal Response Plan.

**INFORMATION ABOUT ORGANIZATIONS AND PROGRAMS MENTIONED IN THIS ATTACHMENT**

**Iowa Disaster Human Resource Council:**

The Iowa Disaster Human Resource Council (IDHRC) is composed of voluntary, faith-based and governmental organizations active in disaster services. The Council strives to foster a more effective response and recovery for the people of Iowa in times of disaster during both declared and non-declared events, addressing unmet needs. The mission statement of the council is:

Coordinate a holistic approach to disaster recovery by maximizing public and private resources, thereby providing an efficient system that can address immediate and long-term physical, spiritual, and emotional needs of impacted citizens.

**Food Bank of Iowa:**

The Food Bank of Iowa is a private, non-profit, charitable organization with the mission to alleviate hunger and reduce food waste. In 2001, 4,079,261 pounds of donated food was channeled to needy families and individuals through a network of 265 non-profit agencies in 42 Iowa counties. The Food Bank of Iowa receives donations of products from all sectors of the food industry, including growers, packers, processors, manufacturers, wholesalers, brokers and retailers. Product is also received from America's Second Harvest, an organization that allocates the donations of national food donors.

The network of agencies receiving food includes the following: missions and shelter for the homeless, battered women, and families in crisis; food pantries; infants and children's day care and residential centers; programs helping disabled people; the unemployed and working poor; centers for low-income senior citizens; and other community service organizations.

**Iowa Concern Hotline:**

The Iowa Concern Hotline number (1-800-447-1985) is staffed 24 hours a day, 7 days a week. Iowa Concern provides confidential phone counseling on stress, legal questions, financial concerns, and information and referral to other agencies. People experiencing disruptions in their lives can talk with stress counselors.

Also available through the Iowa State University Extension Service is a teen hotline number (1-800-443-8336). This number is available for teens with problems or concerns, as well as parents who have concerns about teenagers. Iowa Concern Hotline is utilized during

Donations/Volunteer Management

Attachment 1 to Annex C: Resource Management

disaster events by the IDHRC to gather information regarding persons with unmet needs. EMD has utilized the Hotline to gather information from persons willing to donate goods or services during a disaster event.

**Donated Resources Program:**

Under the Stafford Act Public Assistance program, the value of donated resources may be used to offset the state and local portion of the cost share for emergency work (Categories A and B). The term "donated resources" includes volunteer labor, donated equipment, and donated materials. The amount of credit that can be applied to a project is capped at the non-federal share so that the federal share will not exceed the applicant's actual out-of-pocket costs. Any excess credit can be applied to other emergency work projects of the same applicant.

Donated resources must apply to actual emergency work, such as debris removal or the filling and placing of sandbags. The donated services must be documented and must include a record of hours worked, the work site, and a description of work.

Volunteer labor will be valued at the same hourly labor rate used for someone in the applicant's organization performing similar work. If the Applicant does not have employees performing similar work, then the rate should be consistent with those ordinarily performing the work in the same labor market.

The value for donated equipment should be determined by using the applicable FEMA equipment rate and multiplying it by the number of hours the piece of equipment was used to perform eligible work.

Donated materials are valued at the current commercial rate. If the materials were donated by a federal agency, such as sandbags donated by the U.S. Army Corps of Engineers, the value of the materials cannot be applied for volunteer credit.

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

**PURPOSE**

The purpose of the Personnel Processing Center (PPC) is to provide a facility, removed from the incident scene, morgue site, family assistance center, and other high traffic disaster work areas, which can efficiently manage the registration and processing of individuals responding to an incident requiring a resource-intensive, complex, multi-disciplinary response structure. The PPC will be established as soon as possible after the occurrence of the incident. The PPC may be established at the Disaster Field Office (DFO), if one has been established,<sup>2</sup> but will more typically be located separately. Many incidents will not require the establishment of a PPC.

**SITUATION**

Large-scale emergencies and disasters, especially those causing mass injuries and/or fatalities, will require that numerous individuals, both paid and volunteer, both professional and untrained, converge on a single site and form an effective, coordinated, multi-functional unit. Examples of the types of events that have the potential to occur in Iowa, and that would most likely require the establishment of a PPC, are: air or rail transportation accidents, hazardous material releases, infectious animal disease outbreaks, nuclear power plant accidents, terrorist attacks, tornadoes and other severe wind events, riverine flooding, and flash flooding.

**POLICIES**

1. Emergency/disaster-related requests for human resources will be made through normal channels. This is through the SEOC, if activated, and otherwise through the Iowa Emergency Management Division (EMD). The PPC is designed to meet disaster personnel needs by working with the SEOC and/or EMD, and will act only on requests received from one of these sources.
2. Personnel assigned to work at the PPC will be processed at the PPC prior to the initiation of their duties.
3. Personnel assigned to work at the PPC will receive orientation appropriate to the incident at the PPC prior to the initiation of their duties. Orientation will include worker safety training as needed and instruction in the incident command system.

---

<sup>1</sup> This attachment is based in part on information contained in Mass Fatalities Incident Response, Volume 1 of 2, by Peter R. Teahen and Lisa R. La Due, ©2000, pp. SPC-1 through SPC-29.

<sup>2</sup> When a disaster receives a federal declaration, the federal government (FEMA) sets up a Disaster Field Office in or near the affected area to coordinate federal recovery efforts with those of state and local governments. The federal government and the state government both have Coordinating Officers who serve as the respective heads of the recovery effort. It will operate 24 hours a day, as needed, or with a schedule sufficient to sustain the federal response operations. Except where facilities do not permit, the FCO will be co-located with the State Coordinating Officer (SCO) at the DFO.

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

4. Personnel assigned to work at the PPC will register daily with PPC Security upon arrival and departure from the PPC.

**CONCEPT OF OPERATIONS**

**OPERATIONAL OVERVIEW**

The Director of the Iowa Department of Personnel (IDOP), in consultation with the EMD Administrator or the EMD Chief of Operations will appoint a PPC Manager, who will provide administration and overall coordination of PPC operations and services in accordance with the guidelines and procedures set forth in this document, and in any supplementary standard operating procedures that may be developed by IDOP.

The PPC Manager will appoint and supervise a PPC Personnel Registration Coordinator who will be responsible for supervising the screening, registration, and processing of all new workers who are assigned to or who voluntarily respond to the disaster. Through a screening process, the PPC Personnel Registration Coordinator, or other PPC Registration Personnel, will compare the skills and qualifications of prospective applicants with the personnel specifications received from the SEOC and/or EMD.

PPC Registration Personnel may also work with the Iowa Concern Hotlines<sup>3</sup> to identify, select, and recruit personnel to support disaster operations.

The PPC includes several areas operating cooperatively to register, process, and assign workers to appropriate functions and work sites. The areas include:

1. The Personnel Registration Area – the location where newly assigned disaster workers and selected volunteers are registered, issued security identification, and assigned lodging.
2. The Health Services Area – the location where potential workers are screened by Health Services personnel for health problems which might compromise their safety and/or effectiveness on the job.
3. Orientation Rooms – provide classroom settings for workers to receive general, site-specific, and/or function-specific orientation to emergency/disaster operations.

---

<sup>3</sup> Iowa Concern Hotline is a toll-free, confidential hotline that is part of the Iowa State University Extension Service. It is answered 24 hours a day by a person. The number is 800.447.1985.

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

4. The Mental Health Area – includes at least one room that allows for private conversation between Mental Health Personnel and workers who need emotional support and debriefing/defusing.
5. The Chapel – a room provided for prayer and meditation.
6. The Personnel Area – the location where PPC workers are interviewed and assigned to PPC functions.
7. The Logistics Area – the location where staff will receive vehicles, telephones and radios as assigned.

See "Visual Aid 1" at the end of this attachment for a suggested PPC layout.

**FUNCTIONAL OVERVIEW**

IDOP will designate a PPC Manager who is responsible for PPC operations and coordination of those operations with the SEOC (or other designated location). Reporting to the PPC manager are seven coordinators responsible for executing the functions summarized below. Detailed descriptions of the PPC Manager and Coordinator positions appear later in this attachment, and an organizational chart is located at the end of the document (see "Visual Aid 2").

***Applicant Registration***

PPC Registration personnel will screen prospective disaster assignment applicants according to criteria provided by the SEOC, if activated, or otherwise by another designated source. PPC Registration personnel will assist applicants who have passed screening to complete an initial registration process. A detailed description of the screening and initial registration processes is provided in the next section, entitled "Personnel Processing Center Responsibilities."

PPC applicant registration operations will be established by IDOP. The PPC Registration Coordinator will coordinate the ongoing screening and registration operations, in consultation with the PPC Manager.

***Personnel***

Internal personnel needs at the PPC will be ongoing and to be addressed by the PPC Personnel function. The function will recruit and train PPC personnel for itself and for all other internal PPC functions during initial activation as well as to expand operations and address turnover. The Personnel function will also schedule PPC Personnel to ensure adequate coverage of shifts for all PPC functions.



Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

The PPC Personnel function will be established by IDOP. The PPC Personnel Coordinator will coordinate the ongoing PPC Personnel function operations, in consultation with the PPC Manager.

**Security**

The response of volunteers can very quickly overwhelm PPC security operations unless strict adherence to security procedures is maintained. The PPC will become the site where large numbers of well-intentioned volunteers, as well as professional disaster responders, will come to offer assistance.

Security must be prepared to maintain order and direct volunteers as they arrive and process through the PPC.

Those processed at the PPC will be assigned to various locations, including the scene of the incident, a temporary morgue, a staging area or warehouse, a family assistance center, or a shelter. PPC security will provide assignees with the proper badging and other identification required to access and work at these locations.

Establishment of security services at the PPC will be accomplished by the Law Enforcement Function described in the plan (see Annex Q), in coordination with local law enforcement agencies. The PPC Security Coordinator will manage the ongoing security operations at the PPC, in consultation with PPC Manager. Also, the PPC Security Coordinator will coordinate PPC security activities that have an impact outside of the PPC, such as issuing badges, with the all security and law enforcement organizations involved in the emergency/disaster response.

**Logistics**

The Logistics function includes PPC-related coordination of communications, facilities, transportation services, acquisition, distribution, maintenance, and where appropriate, return of vehicles, equipment and supplies.

Establishment of logistics operations at the PPC is coordinated through the Logistics Function (see Annex E). The PPC Logistics Coordinator will coordinate ongoing logistics operations, in consultation with the PPC Manager.

**Food Service**

The Food Service function is responsible for providing on-site food service at the PPC. Establishment of food service operations at the PPC will be coordinated through the Human Services function by the Department of Human Services (DPH) and supporting agencies such as the American Red

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

Cross (ARC) and/or the Salvation Army. The PPC Food Service Coordinator will coordinate ongoing food service operations, in consultation with the PPC Manager.

### ***Health Services***

Establishment of Health Services at the PPC will be coordinated by the Resource Management Function and supporting agencies such as ARC and Public Health organizations. The PPC Health Services Coordinator will coordinate the ongoing health services operations, in consultation with the PPC Manager.

The Health Services function includes provision of health screening for the applicants, on-site physical health, and workplace safety services.

### ***Mental Health Services***

Establishment of Mental Health Services at the PPC will be coordinated by DHS through the Human Services function (see Annex L). The PPC Mental Health Coordinator will supervise the ongoing Mental Health Services operations, in consultation with the PPC Manager.

The Mental Health functions include provision of on-site emotional support for all emergency workers, daily defusing sessions, provision of stress management information during General Orientation for the emergency workers, and debriefings during the out-processing of these workers.

## **PERSONNEL SCREENING PROCESS**

Whenever a PPC has been established the SEOC, if activated, or otherwise EMD, will supply the PPC with a list of all personnel needs and will verify/update this list as it changes or, at a minimum, once a day.

Individuals who have been called to the scene of the emergency or disaster, as well as those wishing to volunteer their time and skills, must complete a Screening Form, which may be obtained at the PPC Reception Desk. Using this form, PPC Registration Personnel will obtain, at a minimum, the following information from every person desiring to serve in some capacity as a disaster worker:

1. Contact information (full name, local address and phone number, home address and phone number);
2. Organization represented;
3. Answers to the following questions:

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

- Is the prospective applicant's presence requested or unsolicited?
  - If requested, by whom (name and phone number)?
4. Duties requested;
  5. Skills and/or certifications qualify the prospective applicant to be assigned these duties;
  6. List known mental/physical limitations that may affect the prospective applicant's ability to work under unusual conditions, such as at a disaster site or at a temporary morgue.

PPC Registration Personnel, using the personnel needs list received from the SEOC or directly from EMD, will sort each prospective applicant into three categories:

1. The applicant is applying in response to a request made directly to her or him by EMD or another state agency;  
-OR-  
The applicant has skills/qualifications/ certifications that were requested or could be potentially necessary, and an assignment is immediately available.
2. The applicant has skills/qualifications/ certifications that were requested or are potentially necessary, but no assignment is immediately available.
3. The applicant does not have the skills/qualifications/certifications that were requested or are potentially necessary.

PPC Registration Personnel will inform the persons sorted into the the third category that they are not appropriate for assignment within the response structure. If individuals are still interested in volunteering they will be instructed to call the Iowa Concern Hotline and register as volunteers. By doing this they will make themselves available for other response/recovery efforts. Persons sorted into Categories 1 and 2 will have passed screening and will be directed to complete the Personnel Initial Registration Process.

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

**PERSONNEL INITIAL REGISTRATION PROCESS**

Those who have passed screening must complete a Personnel Initial Registration Form, which, like the Screening Form, is obtained at the PPC Reception Desk.

The Personnel Initial Registration Form will be used by PPC Registration Personnel to document:

1. The identity of the applicant;
2. That the applicant is of legal age;
3. Applicant skills and applicable training;
4. Verification, as required, of current professional licensure;
5. Emergency contact names and numbers;
6. Beginning and ending dates, if any, for the period of time committed by the applicant;
7. Medical needs/concerns (based on screening and/or applicant-reported information);
8. Orientation types received prior to commencement of assignment;
9. Assignment(s) during the operation;
10. Training received during an assignment, if any;
11. Completion of assignment(s)
12. Debriefing prior to final discharge.

Items one through six of the Initial Registration Form must be completed in the Personnel Registration Area and returned to the Personnel Registration Desk. Category 2 applicants may leave the PPC at this point. PPC Registration Personnel will create an individual and confidential personnel folder for these applicants. The contents of these folders will be limited to the Screening form and the Personnel Initial Registration Form. Category 2 applicants will be contacted as needed to an instructed to report to the PPC, provided they are still available to participate in the response and/or recovery effort.

Category 1 applicants will take the following steps to complete initial processing:

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

1. Report to the Health Services Area for a health screening. While the health screening is underway, Mental Health Services Personnel will review applicant paperwork and, if deemed necessary, interview the applicant after the health screening. Health Services or Mental Health Services Personnel will:
  - a) Inform the applicant and PPC Registration Personnel if an applicant is determined to be inappropriate for assignment within the response structure.
  - b) Inform the applicant and PPC Registration Personnel if assignment restrictions apply to the applicant.
2. Proceed to the Personnel Registration Area to have Security Personnel verify identification and take a photograph for use on a personnel identification badge upon confirmation of assignment;
3. Receive general orientation at the Orientation Area. Orientation briefings will typically include the following topics:
  - a) Overview of the State Emergency Plan;
  - b) Chain of command;
  - c) Incident Command System Overview;
  - d) General staff policies;
  - e) Confidentiality policy and the signing of Confidentiality Form, acknowledging the understanding of policy;
  - f) Alcohol and illegal drugs policy;
  - g) Violence in the workplace policy;
  - h) Sexual assault policy;
  - i) Security procedures, including crime scene issues;
  - j) Sensitive issues specific to geography, culture, and incident;
  - k) Personal health, safety, and bio-hazard/OSHA issues;
  - l) Stress management;
  - m) Overview of operations at the following locations, if established:

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

- The SEOC
  - The disaster site
  - A temporary morgue site
  - A family assistance center
  - The PPC
- n) How to deal with media requests;
  - o) Transportation capabilities and procedures;
  - p) Communication procedures;
  - q) Climate and weather safety information;
  - r) The expense reimbursement process;
  - s) Lodging.

PPC Registration Personnel will then:

1. Review the application, make an initial determination of assignment, and forward the reviewed application to the SEOC for final approval. Applicant assignment criteria:
  - a) Applicant has attained legal age;
  - b) There are open personnel requests from sites to which the assignment is made;
  - c) Applicant has knowledge/skills needed for the assignment;
  - d) Applicant has the physical ability to perform the assignment;
  - e) Applicant is mentally capable of completing tasks required by the assignment;
  - f) Applicant can meet security standards associated with the assignment.
2. Establish an individual and confidential personnel folder for each Category 1 applicant, include all forms completed during the registration process as well as supporting documents. Once PPC operations have terminated, personnel folders should be kept by IDOP for an appropriate period of time. The personnel folder for Category 1 applicants should contain at least:
  - a) The Screening Form and the Personnel Initial Registration Form;

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

- b) A copy of an official photo ID, such as a valid driver's license;
- c) A copy of the Health Services Screening Form;
- d) A signed copy of the Confidentiality Policy;
- e) A copy of all Personnel Daily Registration Forms (PPC personnel only);
- f) A copy of any performance reviews or similar evaluative materials;
- g) A copy of all expense vouchers;
- h) A copy of any other documentation pertaining to the individual's disaster-related activities.

PPC Registration Personnel will complete items seven, eight, and nine on the applicants' Initial Registration Form at this time. Items ten and eleven will be completed after each assignment, and item twelve will not be completed until final discharge.

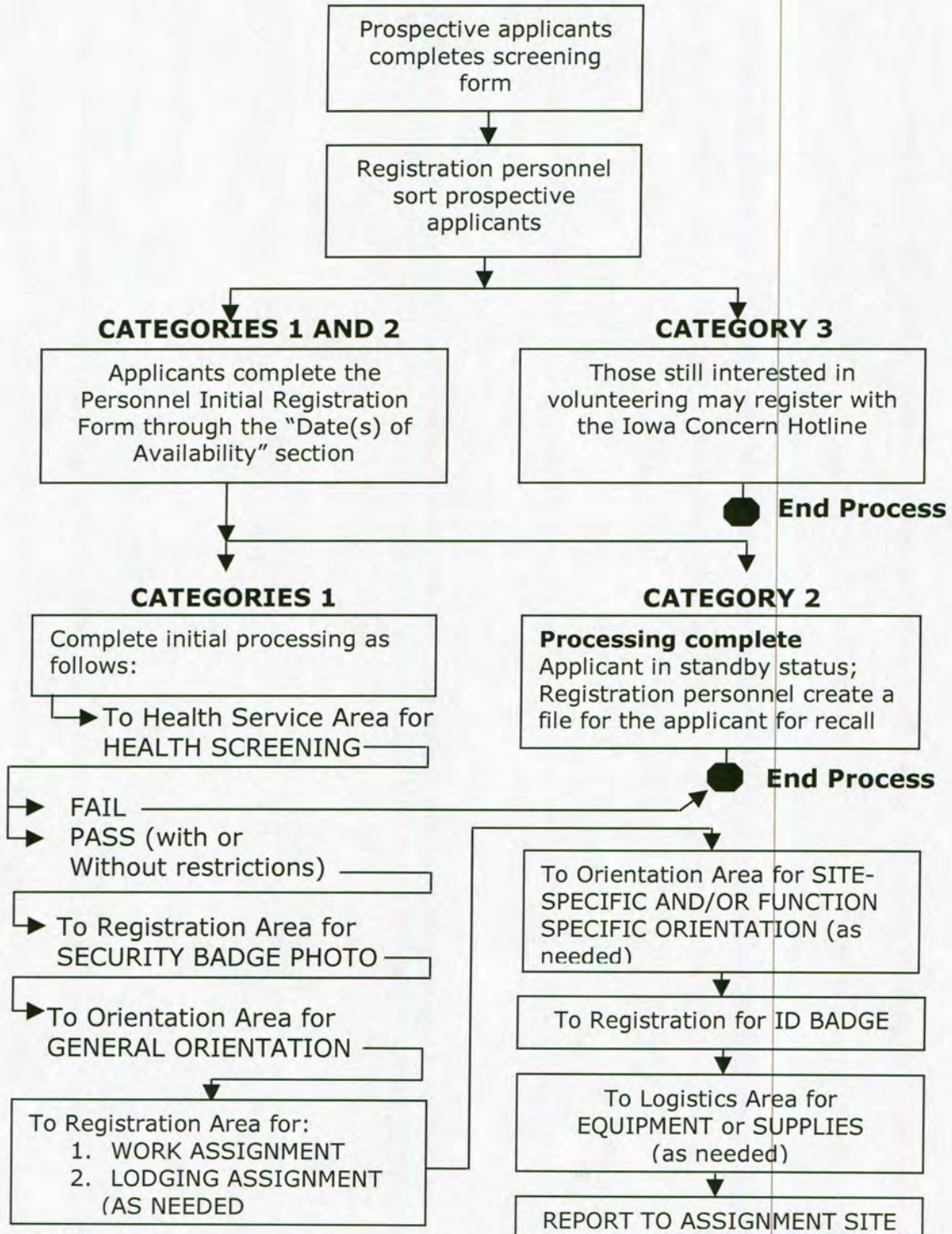
Upon completion of initial processing, the Category 1 applicant will be informed of her/his assignment and then proceed through:

1. Personnel Registration for a lodging assignment, if needed;
2. Orientation Area for site-specific and/or function-specific orientation, if any is needed (alternatively, this orientation may be provided at the assignment site);
3. Security to obtain site-appropriate security identification badge;
4. Logistics, as needed, to receive a vehicle, telephone, pager, radio, laptop, and/or other assigned equipment and/or supplies.

Personnel Processing Center (PPC)<sup>1</sup>  
 Attachment 2 to Annex C: Resource Management

Upon completion of the registration process, staff will report to assignment sites as directed. The following is a visual representation of this process:

**PERSONNEL PROCESSING CENTER SCREENING AND  
 REGISTRATION FLOW CHART**  
 PROSPECTIVE APPLICANTS ENTER  
 PERSONNEL PROCESSING CENTER





Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

**PPC RESPONSIBILITIES****PPC Manager**

The PPC Manager will be supplied by IDOP and is responsible for command supervision of the Registration, Personnel, Security, Logistics, Food Service, Health Services, and Mental Health Coordinators, providing coordination of staffing services for the response organization in accordance with established guidelines and procedures. The PPC Manager's office is located at the PPC. The PPC Manager will:

1. Assess needs for administrative area, equipment, supplies and staff at PPC;
2. Appoint and supervise PPC Registration Coordinator;
3. Appoint and supervise PPC Personnel Coordinator;
4. Appoint and supervise PPC Security Coordinator;
5. Appoint and supervise PPC Logistics Coordinator;
6. Appoint and supervise PPC Food Service Coordinator
7. Appoint and supervise PPC Health Services Coordinator;
8. Appoint and supervise PPC Mental Health Coordinator;
9. Provide briefing for PPC Coordinators prior to initiation of their duties;
10. Determine, implement and coordinate operational procedures and protocol for assignment of staff to functions;
11. Assess need for contractual support services;
12. Ensure verification of professional license for appropriate functions;
13. Ensure health screening of all staff;
14. Ensure lodging assignments for staff;
15. Maintain a vouchering system for provision of staff meals and approved expenses;
16. Ensure adherence to workplace safety standards;

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

17. Attend daily briefing with SEOC in person or via conference line;
18. Complete daily report of Personnel Processing activities, copy to SEOC;
19. Conduct daily briefing with PPC Coordinators;
20. Ensure protection and preservation of all PPC Personnel records;
21. Ensure adherence to confidentiality standards;
22. Ensure provision of Critical Incident Stress Management (CISM) services for all PPC Personnel;
23. Complete a final Personnel Processing Center Operations Report.

**PPC Registration Coordinator**

The PPC Registration Coordinator will be supplied by IDOP and reports directly to the PPC Manager. The PPC Registration Coordinator provides coordination of services for registration and lodging of staff in accordance with established guidelines and procedures. The Coordinator's office is located at the PPC. The Coordinator will:

1. Assess needs for PPC Registration services, equipment, supplies and staff;
2. Assign PPC Registration personnel to duties;
3. Provide on-site supervision of PPC Registration Personnel;
4. Provide briefing for PPC Registration personnel prior to initiation of their duties;
5. Implement and coordinate system to register staff for all sites;
6. Implement and coordinate system to verify professional license certification of staff for appropriate functions;
7. Coordinate with PPC Health Services Coordinator to provide health screening of staff;
8. Coordinate with PPC Security Supervisor to ensure security clearance and distribution of appropriate personnel identification badges;
9. Implement and coordinate system to assign staff lodging;

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

10. Implement and coordinate system to provide vouchering for staff meals;
11. Coordinate with PPC Logistics Coordinator to ensure transportation for staff;
12. Ensure adherence to workplace safety standards;
13. Attend daily PPC Manager briefing;
14. Complete daily report of PPC Registration activities;
15. Provide daily reports of PPC Registration activities to PPC Manager;
16. Conduct daily briefing with all PPC Registration Personnel;
17. Ensure protection and preservation of PPC Registration documentation;
18. Ensure adherence to confidentiality standards;
19. Ensure provision of CISM services for PPC Registration Personnel;
20. Complete final PPC Registration Operations Report.

**PPC Personnel Coordinator**

The PPC Personnel Coordinator will be supplied by IDOP and reports directly to the PPC Manager. The Personnel Coordinator provides coordination of requests by other PPC Coordinators for personnel and assignment of personnel to PPC functions in accordance with established guidelines and procedures. The Personnel Coordinator's office is located at the PPC. The Personnel Coordinator will:

1. Assign PPC Personnel function personnel to duties;
2. Provide briefing for PPC Personnel function personnel prior to initiation of their duties;
3. Provide on-site supervision of PPC Personnel function personnel;
4. Implement and coordinate a system for receiving personnel requests from all PPC functions;
5. Implement and coordinate system for assigning personnel to PPC functions;

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

6. Ensure general orientation for all PPC Personnel and, when needed, specialized functional orientation sessions for selected personnel;
7. Ensure adherence to workplace safety standards;
8. Attend daily briefing with PPC Manager;
9. Complete daily report of PPC Personnel-related activities;
10. Provide daily report to PPC Manager;
11. Conduct daily briefing for PPC Personnel staff;
12. Ensure protection and preservation of PPC Personnel-related documentation;
13. Ensure adherence to confidentiality standards;
14. Ensure provision of CISM services for PPC Personnel function personnel;
15. Complete final PPC Personnel Operations Report.

**PPC Security Coordinator**

The PPC Security Coordinator, preferably an experienced local or state law enforcement officer, reports directly to the PPC Manager. The Security Coordinator is responsible for on-site supervision of PPC Security services in accordance with established guidelines and procedures. The Security Coordinator's office is located at the PPC. The Security Coordinator will:

1. Assess needs for security services, equipment, supplies and staff at PPC;
2. Provide daily briefing for all PPC Security personnel;
3. Assign PPC Security personnel to duties;
4. Provide on-site supervision of PPC Security personnel;
5. Ensure functional orientation for all PPC Security personnel during PPC registration process;
6. Establish and ensure PPC interior security;
7. Establish and maintain perimeter and interior check points;

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

8. Implement and coordinate system to provide personnel identification badges for staff at all the sites;
9. Verify and supervise staff identification system at PPC;
10. Verify and supervise media identification system at PPC;
11. Verify and supervise visitor identification system at PPC;
12. Maintain daily attendance logs of PPC personnel and visitors;
13. Determine staff compliance with CISM requirement for defusing at completion of first shift;
14. Ensure adherence to workplace safety standards;
15. Attend daily briefing with PPC Manager;
16. Complete daily report of PPC Security activities;
17. Provide daily report of PPC Security activities to PPC Manager;
18. Conduct daily briefing for all PPC Security personnel;
19. Ensure protection and preservation of all PPC Security documentation;
20. Ensure adherence to confidentiality standards;
21. Ensure provision of CISM services for PPC Security personnel;
22. Complete final PPC Security Operations Report.

**PPC Logistics Coordinator**

The PPC Logistics Supervisor, preferably a local emergency management coordinator or an ARC Logistics Coordinator, reports directly to the PPC Manager. The PPC Logistics Coordinator is responsible for on-site supervision of Logistics services at the PPC in accordance with established guidelines and procedures. The Logistics Coordinator's office is located at the PPC. The Logistics Coordinator will:

1. Assess needs for PPC Logistics equipment, supplies and staff;
2. Assess transportation needs of staff including transfers from airport, hotels, hospitals and assignment sites;
3. Assess needs for communications services, equipment, supplies and staff at the PCC;

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

4. Assess parking needs and availability at the PPC;
5. Assign PPC Logistics Personnel to specific tasks and ongoing duties;
6. Provide briefing for PPC Logistics Personnel prior to initiation of their duties;
7. Provide on-site supervision of all PPC Logistics Personnel;
8. Provide functional orientation for all Logistics Personnel during PPC registration process;
9. Coordinate the acquisition and distribution of supplies and equipment at PPC;
10. Implement and supervise accounting system to track the acquisition and distribution of supplies and equipment at PPC;
11. Supervise the inventory, storage, release and retrieval of PPC equipment and supplies;
12. Ensure maintenance of equipment used at PPC;
13. Ensure adherence to workplace safety standards;
14. Attend daily briefing with PPC Manager;
15. Complete daily report of PPC Logistics activities;
16. Provide daily report of PPC Logistics activities to PPC Manager;
17. Conduct daily briefing for PPC Logistics Personnel;
18. Ensure protection and preservation of all PPC Logistics documentation;
19. Ensure adherence to confidentiality standards;
20. Ensure provision of CISM services for PPC Logistics Personnel;
21. Complete final PPC Logistics Operations Report.

**PPC Food Service Coordinator**

The PPC Food Service Coordinator, preferably an ARC or Salvation Army Mass Care Coordinator, reports directly to the PPC Manager. The PPC Food Service Coordinator provides on-site supervision of food services at the

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

PPC in accordance with established guidelines and procedures. The Food Service Coordinator's office is located at the PPC. The Food Service Coordinator will:

1. Assess needs for PPC Food Service services, equipment, supplies and staff;
2. Assign PPC Food Service Personnel to duties;
3. Provide briefing for PPC Food Service personnel prior to initiation of their duties
4. Provide on-site supervision of PPC Food Service personnel;
5. Ensure functional orientation for all Food Service personnel during PPC registration process;
6. Implement and coordinates system for feeding of applicants and Personnel at PPC;
7. Ensure delivery of properly prepared, stored and handled food;
8. Ensure compliance with all food services health regulations;
9. Attend daily briefing with PPC Manager;
10. Complete a daily report of PPC Food Service operations;
11. Provide daily reports to the PPC Manager;
12. Conduct daily briefings for PPC Food Service personnel
13. Ensure protection and preservation of PPC Food Service records;
14. Ensure adherence to confidentiality standards;
15. Ensure provision of CISM services for PPC Food Service Personnel;
16. Complete final PPC Food Service Operations Report.

**PPC Health Services Coordinator**

The PPC Health Services Coordinator, preferably a county or state public health official or an ARC Disaster Health Services Officer, reports directly to the PPC Manager. The Health Services Coordinator is responsible for on-site supervision of Physical Health Services at the PPC in accordance with established guidelines and procedures. The Health Services

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

Coordinator's office is located at the PPC. The Health Services Coordinator will:

1. Assess needs for PPC Physical Health Services, equipment, supplies and staff;
2. Assign PPC Health Services personnel to duties;
3. Provide briefing for all PPC Health Services personnel prior to initiation of their duties;
4. Provide on-site supervision of PPC Health Services personnel;
5. Implement a system for providing Physical Health Services at PPC and staff lodging sites;
6. Provide functional orientation for all Health Services personnel during PPC registration process;
7. Implement and supervises system for health screening of applicants during PPC registration process;
8. Ensure security, safety and maintenance of Health equipment, medication and supplies at PPC;
9. Ensure adherence to workplace safety standards;
10. Attend daily briefing with PPC Manager;
11. Complete a daily report of PPC Health Services activities;
12. Provide a daily report to the PPC Manager;
13. Provide a daily briefing for all PPC Health Services Personnel;
14. Ensure protection and preservation of PPC Health Services records;
15. Ensure adherence to confidentiality standards;
16. Ensure provision of CISM services for PPC Health Services Personnel;
17. Complete the final PPC Health Services Operations Report.

**PPC Mental Health Coordinator**

The PPC Mental Health Coordinator, preferably a licensed Mental Health professional trained in CISM and/or Crisis Counseling, reports directly to



Personnel Processing Center (PPC)<sup>1</sup>

## Attachment 2 to Annex C: Resource Management

the PPC Manager. The Mental Health Coordinator is responsible for onsite coordination of Mental Health services at the PPC in accordance with established guidelines and procedures. The Mental Health Coordinator's office is located at the PPC. The Mental Health Coordinator will:

1. Assesses needs for PPC Mental Health services, supplies and staff;
2. Assigns PPC Mental Health personnel to duties;
3. Provides briefing for PPC Mental Health personnel prior to initiation of their duties;
4. Provides on-site supervision of PPC Mental Health personnel;
5. Implements and coordinates system for providing Mental Health services for staff at PPC and staff lodging sites, as needed;
6. Ensures Mental Health functional orientation for CISM and Mental Health personnel during PPC registration process;
7. Coordinates with PPC Health Services Coordinator in screening of applicants for disorders which could restrict assignments to the mass fatalities operation;
8. Implements and coordinates system for debriefing of all staff during out-processing at PPC;
9. Ensures dignified, sensitive care of applicants and staff;
10. Ensures adherence to workplace safety standards;
11. Attends daily briefing with PPC Manager;
12. Completes daily report of PPC Mental Health activities;
13. Provides daily report of PPC Mental Health activities to the PPC Manager;
14. Conducts daily briefing for all PPC Mental Health personnel;
15. Ensures protection and preservation of all PPC Mental Health records;
16. Ensures adherence to confidentiality standards;
17. Ensures provision of CISM services for PPC Mental Health personnel;

Personnel Processing Center (PPC)<sup>1</sup>

Attachment 2 to Annex C: Resource Management

18. Completes final PPC Mental Health Operations Report.

**DAILY PERSONNEL REGISTRATION PROCESS**

Personnel assigned to work at the PPC will:

1. Register daily at the PPC Security Office and have assignment verified with a photo identification;
2. Attend a daily briefing on the status of the disaster operations;
3. Attend a non-denominational prayer or meditation service provided at the PPC (discretionary).
4. At the conclusion of the daily work shift, register departure with Security, and indicate the number of hours worked and area assigned within the PPC;
5. At the conclusion of the first work shift, participate in a defusing conducted by PPC Mental Health Personnel. Note that CISM defusing attendance must be verified by Security prior to departure in order for PPC Personnel to be admitted for duty the following day.

Personnel Processing Center (PPC)<sup>1</sup>  
Attachment 2 to Annex C: Resource Management

**STATE OF IOWA**  
**PERSONNEL PROCESSING CENTER (PPC)**  
*Personnel Initial Registration Form*

**Name:** \_\_\_\_\_  
(Last) (First) (Middle Initial)

**Address:** \_\_\_\_\_  
(Street) (Apt. #)  
\_\_\_\_\_  
(City) (State) (Zip Code)

**Age Certification:** \_\_\_\_\_  
**Professional License and/or Certification:** \_\_\_\_\_

**Skills and Training:** \_\_\_\_\_

**Emergency Contact(s):**

Name	Telephone Number	Relation
_____	_____	_____
_____	_____	_____
_____	_____	_____

**Date(s) of Availability:** \_\_\_\_\_  
(Beginning Date) (Ending Date)

**Medical Needs/Considerations:**  
\_\_\_\_\_

**Orientation (Needs & Completion Date):**  
\_\_\_\_\_

**Assignment(s) (List Category):**  
\_\_\_\_\_

**Training - Orientation-Safety-Assignment (Times/Dates):**  
\_\_\_\_\_

**Debriefing - Daily/Discharge:**  
\_\_\_\_\_

**Completion of Assignment (Date):**  
\_\_\_\_\_

Form version 4-2-02 BB-IDOP

Personnel Processing Center (PPC)<sup>1</sup>  
 Attachment 2 to Annex C: Resource Management

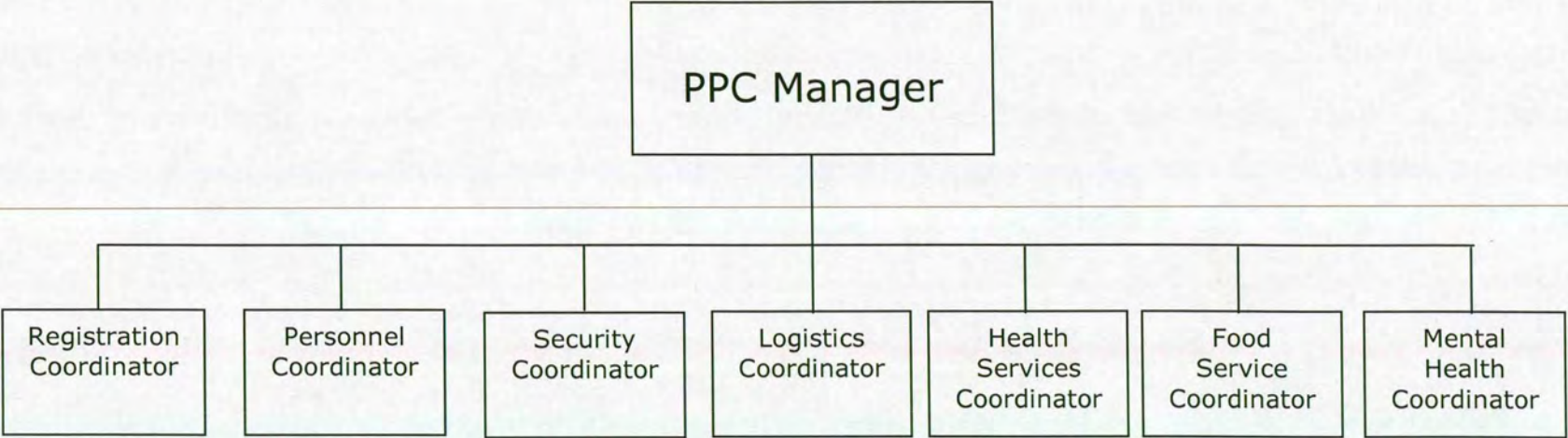
**Visual Aid 1: Personnel Processing Center Suggested Work Areas**  
**See Operational Overview Section of this Attachment**

P  
E  
R  
S  
O  
N  
N  
E  
L

I  
N  
T  
A  
K  
E

Personnel Registration Area	Orientation Rooms	Health Services Area	C H A P E L	Logistics Area	PPC Personnel & Food Service Areas
-----------------------------------	----------------------	----------------------------	----------------------------	-------------------	--

**Visual Aid 2: Personnel Processing Center Organizational Chart**



## TABLE OF CONTENTS

Part 1.	Introduction	1
	Purpose	1
	Objectives	1
	Scope/intention	1
	Statutory authority	1
	Energy Emergency Advisory Council	2
	Five phases of energy emergency	2
Part 2.	Planning Environment	5
	Situations	5
	Assumptions	5
	Guiding principle	6
	State government's responsibilities	6
Part 3.	Concept of Operations	6
	Petroleum Emergency	6
	Iowa Department of Natural Resources	6
	Iowa Department of Public Defense	9
	Iowa Department of Commerce	9
	Iowa Department of Agriculture and Land Stewardship	10
	Iowa Department of Transportation	10
	Iowa Department of Public Safety	10
	Iowa Department of Education	11
	Natural Gas Emergency	11
	Iowa Department of Natural Resources	11
	Iowa Department of Public Defense	11
	Iowa Department of Commerce	13
	Electricity Emergency	15
	Iowa Department of Natural Resources	15
	Iowa Department of Public Defense	17
	Iowa Department of Commerce	18
	Propane Emergency	19
	Iowa Department of Natural Resources	19
	Iowa Department of Public Defense	21
	Iowa Department of Commerce	21
	Iowa Department of Transportation	22
	Heating Oil Emergency	22
	Iowa Department of Natural Resources	22
	Iowa Department of Public Defense	23

Attachment 3 to Annex C: Resource Management

Iowa Department of Commerce	24
Iowa Department of Transportation	24
Iowa Department of Revenue and Finance	24
Aviation Fuel Emergency	25
Iowa Department of Natural Resources	25
Iowa Department of Public Defense	26
Iowa Department of Commerce	27
Appendix A. Emergency Reduction in Energy Demand	28
Appendix B. Petroleum Set-Aside Program	38
Appendix C. Economic Issues	42
Appendix D. Table of Contents for the Energy Emergency Handbook	43

Attachment 3 to Annex C: Resource Management

## **PART 1. INTRODUCTION**

The Iowa Energy Emergency Plan (Plan) is a comprehensive operating manual for state government leaders charged with the responsibility of ensuring the health and safety of the citizens of the state during periods of energy emergencies.

The **purpose** for having this Energy Emergency Plan for the State of Iowa is threefold:

1. To provide for the citizens of the state in a reasonable and responsible manner when disaster strikes and energy systems fail.
2. To be capable of immediate collaboration with energy providers, local governments, and federal programs that respond to the emergency.
3. To save taxpayer dollars by mobilizing immediately and restoring private and commercial systems to their full operating capability as soon as possible.

The **objectives** of the Energy Emergency Plan are:

1. To define energy emergency conditions;
2. To identify what actions are necessary to address and mitigate the conditions;
3. To develop a coordinated plan for public information;
4. To define the public and private sector players and their roles and responsibilities;
5. To ensure the continued public welfare and safety of the citizens of Iowa.

Plan **scope** – This Plan is **intended to complement** the Iowa Emergency Plan by addressing ways to alleviate energy emergency conditions through demand reduction, resource redistribution, communication, and public information.

No attempt has been made to identify every possible energy-based emergency scenario. This plan does address likely conditions or indicators and provides guidance as well as flexibility in decision-making.

Attachment 3 to Annex C: Resource Management

See Annex I: Public Information, for a description of how interaction with the media and the public is managed on state-government-wide basis during any type of emergency or disaster. Additional support information such as public information brochures, press releases and key contacts can be found in the "**Energy Emergency Handbook**". The Energy Emergency Handbook is to be used in conjunction with the Energy Emergency Plan for making the necessary contacts with industry representatives.

The **statutory authority** to implement the Iowa Energy Emergency Plan resides in:

1. Iowa Administrative Code 561.1.2(3) and 561.1.3(2)g(1) and
2. Iowa Code Chapter 473, Sections 8, 9 and 10.

As specified by state statute, Iowa has an **Energy Emergency Advisory Council**, which is comprised of the following individuals:

1. Director or the Iowa Department of Natural Resources;
2. Director of the Iowa Department of Public Defense;
3. Director of the Iowa Department of Commerce.

The Energy Emergency Advisory Council serves as technical advisor to the Governor in the event of an energy emergency. The Director of the Iowa Department of Natural Resources is the Chair of the Energy Emergency Advisory Council.

There are **five phases** in an Energy Emergency situation:

**1. Readiness Phase**

During readiness phase, ongoing responsibilities of the Iowa Department of Natural Resources (Energy Bureau) and Iowa Department of Commerce (Utilities Division) staff include formal and informal communications with private industry and public agencies to determine if market conditions are normal or if there are events occurring that might precipitate some sort of energy shortfall.

**2. Verification Phase**

A number of conditions or events could determine the nature, extent and anticipated length of an energy emergency. If the verification phase is entered due to an event, or credible warning of an event, listed Chapter 2 under "situations", the Iowa Department of Natural Resources, Energy Bureau will formalize the communications with the U.S. Department of Energy, other members of the Petroleum Administration for Defense District



Attachment 3 to Annex C: Resource Management

II (PADD II)<sup>1</sup> states (Nebraska, Kansas, Missouri, North Dakota, South Dakota, Minnesota, Wisconsin, Illinois, Indiana, Michigan, Ohio, Kentucky, Tennessee, Oklahoma), private industry and appropriate state and local governments. Complete listings of contacts are in the Energy Emergency Handbook located in the Energy Bureau as well as in the State's Emergency Operations Center.

During the verification phase, the potential for energy emergencies will be examined for the expected severity, duration and impact on supply and price. Staff will analyze the options available and make recommendations to the Energy Emergency Advisory Council, which, in turn, will advise the Governor. If the Council determines that either (a) the potential for an energy emergency exists or (b) the severity of an already existing energy problem has increased, the Council may recommend that the Pre-Emergency or Emergency phases of the Energy Emergency Plan be activated.

### **3. Pre-Emergency Phase**

The transition to the Pre-Emergency Phase involves an increase in government and private sector activity in response to an increasing emergency or supply disruption.

During this phase, the Governor, upon recommendation of the Council, will appeal to the public to begin voluntary conservation measures to alleviate the impacts of a supply disruption.

The Iowa Department of Natural Resources (Energy Bureau) will manage the increased frequency of monitoring and reporting, and will respond to inquiries from government, private industry, the public and the media. A liaison with the Emergency Management Division will assist with coordination. If an energy emergency appears likely, plans will be made to activate the Emergency Operations Center at Camp Dodge. The Energy Bureau staff and the Iowa Department of Commerce (Utilities Division) will assess the effectiveness of voluntary demand reduction programs implemented during this phase.

The Pre-Emergency Phase does not automatically lead to a proclamation of a state of emergency. In some cases, if voluntary action has alleviated the anticipated impacts of the emergency, no further state action will be required, unless the federal government mandates such action. If, however, monitoring shows the crisis is increasing in severity and mandatory emergency response measures are necessary, the Iowa Department of Natural Resources, in consultation with the Energy Emergency Advisory Council, may recommend that the Governor proclaim a state of emergency.

---

<sup>1</sup> Petroleum Administration Defense Districts (PADDs) were established by the U.S. Department of Defense for regional planning purposes during World War II. The original configuration of states in each PADD was based on petroleum supply networks. Although not an organized unit, the PADD serves as a geographic organized structure for petroleum use and planning.

Attachment 3 to Annex C: Resource Management

**4. Emergency Phase**

The Emergency Phase includes all Pre-Emergency Phase activities. In addition, voluntary measures may be expanded and mandatory measures will be implemented through a proclamation by the Governor in response to an emergency of increasing severity.

After consultation with the Energy Emergency Advisory Council, the Iowa Department of Natural Resources may present an energy emergency resolution to the Governor. The Governor may choose to issue a proclamation of emergency within 30 days of the date of the resolution. The Governor, by executive order, may then mandate the following, according to **Chapter 473 of the Code of Iowa, Sections 8, 9 and 10:**

1. Regulate the operating hours of energy consuming instrumentalities of state government, political subdivisions, private institutions and business facilities to the extent the regulation is not hazardous or detrimental to the health, safety, or welfare of the people of this state. However, the governor shall have no authority to suspend, amend or nullify any service being provided by a public utility pursuant to an order or rule of a federal agency that has jurisdiction over the public utility.
2. Establish a system for the distribution and supply of energy. The system shall not include a coupon-rationing program, unless the program is federally mandated.
3. Curtail public and private transportation utilizing energy sources. Curtailment may include measures designed to promote the use of car pools and mass transit systems.
4. Delegate any administrative authority vested in the governor to the department (Iowa Department of Natural Resources) or the director.
5. Provide for the temporary transfer of directors, personnel, or functions of state departments and agencies, for the purpose of performing or facilitating emergency measures pursuant to subsections 1 and 2.
6. Accept the delegation of other mandatory measures as allowed by the federal Emergency Energy Conservation Act of 1979, Pub. L. No. 96-102.

The Governor's proclamation of emergency may be revoked by the General Assembly. If the General Assembly is not in session, the proclamation may be revoked by a majority vote of the standing membership of the Legislative Council.

Attachment 3 to Annex C: Resource Management

**5. Post-Emergency Phase**

During the Post-Emergency Phase, conditions have not returned to normal. An increased rate of monitoring is still essential to review the impacts of the emergency. Voluntary actions and public information need to continue as necessary until normal conditions have returned. This phase is also intended to be a recapitulation of events that occurred during the energy emergency. Its purpose is to assess the effectiveness of the Energy Emergency Plan and the responses that occurred during the energy emergency. Each agency involved in implementing portions of the Energy Emergency Plan will report on their findings, and adjustments to the Plan will be made after agreement is reached.

**PART 2. PLANNING ENVIRONMENT**

This Plan may be activated if any of the following **situations** occur and result in energy supply shortages or perceived supply disruption:

**Physical Destruction:**

1. Natural Events (e.g., storms, fire, tornadoes, floods, drought, earthquakes);
2. Human Destruction (e.g., sabotage, terrorism, human error, war, public disturbance).

**Sharp, Sudden Price Escalation:**

Can result from a curtailment of energy supplies from abroad or any incident that could trigger a product or crude oil supply emergency.

**National Security Emergency:**

A mobilization of defense resources would require an increase in energy use and prioritization issues.

This Plan must be activated when the health, safety and welfare of Iowa citizens are in jeopardy.

It is **assumed**, for this Plan, that:

1. Assistance from Federal Energy Emergency operations, other states' energy emergency coordinators, and other Iowa state agencies will be available during an emergency
2. State agencies are still operational and have the resources needed to operate

Attachment 3 to Annex C: Resource Management

3. Surrounding states may be in similar energy emergency situations as Iowa
4. Energy market situations are monitored regularly by the Iowa Department of Natural Resources (Energy Bureau) and the Iowa Department of Commerce (Utilities Division).

The **guiding principle** of this Energy Emergency Plan is a reliance on the free market to operate, with government intervention assumed only under conditions of last resort. The Emergency Plan is activated and implemented only when the free market forces that operate cease to provide for the health, safety and welfare of the state.

**The state government's responsibility in an energy emergency** is to coordinate, communicate, aid and assist the public. **The private sector's responsibility** is to repair damages and re-establish commercial and industrial energy systems as soon as possible.

### **PART 3. CONCEPT OF OPERATIONS**

This section is subdivided by energy sources into Petroleum, Natural Gas, Electricity, Propane, Heating Oil and Aviation Fuel. Within each fuel type, each state agency's responsibilities for energy emergency operations related to that fuel and its roles in each emergency phase are identified.

#### **A. Petroleum Emergency**

##### **Iowa Department of Natural Resources, Energy Bureau**

###### Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;
5. Update and maintain a network of public and private sector contacts.

Attachment 3 to Annex C: Resource Management

Verification Phase:

1. Monitor petroleum prices, storage levels, and consumption patterns;
2. Prepare to request draw down of Strategic Petroleum Reserve, if conditions warrant;
3. Prepare to activate state Petroleum Set-Aside Program if markets are nonresponsive;
4. Prepare to issue public information/appeals;
5. Prepare press releases on automobile maintenance; modification of driving techniques; efficient vehicle purchase; trip consolidation; compliance with speed limit; fuel switching, if possible; ride sharing; vanpooling; and public transit.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Advisory Council and forward the Council's recommendations to Governor's office;
2. Increase monitoring of petroleum prices, storage levels, and consumption patterns;
3. Maintain contact with U.S. Department of Energy;
4. Contact adjacent states for status of activities;
5. Contact Iowa Department of Transportation about the potential for drivers waivers;
6. Inform Iowa Department of Education of the potential need to use the communications network;
7. Contact appropriate private sector individuals to determine their state of readiness;
8. Prepare to request draw down of Strategic Petroleum Reserve, if conditions warrant;
9. Continue preparation to activate state Petroleum Set-Aside Program;
10. Implement public appeals for voluntary energy management. The appeals should include, but are not limited to:
  - a) Automobile maintenance; modification of driving techniques; efficient vehicle purchase; trip consolidation; compliance with

Attachment 3 to Annex C: Resource Management

speed limit; fuel switching; ride sharing; vanpooling; and use of public transit.

- b) Voluntary employer-based activities:
  - c) Carpool matching services; use of employer vehicles for commuting; employer bus pass subsidy system; employer provided preferential parking for ridesharing vehicles; reduction of parking spaces; and establish flextime work hours to encourage ridesharing.
11. Make all necessary preparations to waive, in a timely manner, appropriate state environmental regulations in order to allow a free flow of petroleum products.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that the Governor declare an energy emergency;
2. Intensify monitoring of petroleum prices, storage levels, and consumption patterns;
3. Maintain contact with adjacent states and the U.S. Department of Energy;
4. Request federal government draw down of the Strategic Petroleum Reserve;
5. Request Iowa Department of Transportation to issue drivers' waivers;
6. Activate Petroleum Set-Aside Program;
7. Request the Environmental Protection Division of the Iowa Department of Natural Resources to evaluate the procedures and impacts of modifying state environmental quality standards;
8. Initiate mandatory flag system (see Appendix A);
9. Initiate mandatory minimum purchase requirements (see Appendix A);
10. Initiate mandatory "employer choice plan," for carpooling, vanpooling, bus passes, reduced and preferential parking and flex time (see Appendix A);
11. Encourage four-day work week;
12. Initiate mandatory reduction of retail store hours;

Attachment 3 to Annex C: Resource Management

13. Initiate mandatory restriction of public events.

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management Division**

Pre-emergency Phase:

Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.

Emergency Phase:

1. Obtain critical data pertaining to energy needs from hospitals, police, fire departments, and local governments;
2. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Emergency Management Division's coordination with other agencies and its operations during the emergency.

**Iowa Department of Commerce, Utilities Division**

Pre-emergency Phase:

Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utilities Division's coordination with other agencies and its operations during the emergency.

Attachment 3 to Annex C: Resource Management

**Iowa Department of Agriculture and Land Stewardship**

Pre-emergency Phase:

Implement voluntary agricultural sector activities such as:

Use minimum tillage; reduce crop tillage speed; coordinate power and ballast with load; use alternative fuels for grain drying and space heating if possible.

Emergency Phase:

Increased effort to encourage the implementation of voluntary agricultural sector activities such as:

Use minimum tillage; reduce crop tillage speed; coordinate power and ballast with load; use alternative fuels for grain drying and space heating if possible.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Iowa Department of Agriculture and Land Stewardship's coordination with other agencies and its operations during the emergency.

**Iowa Department of Transportation**

Pre-emergency Phase:

Consult with the Iowa Department of Natural Resources, Energy Bureau, on the potential need to issue drivers' hours of service waivers.

Emergency Phase:

1. Promote alternatives to driving including ridesharing programs and the use of public transit systems in lieu of single occupancy private automobiles;
2. Promote walking and the use of bicycles, mopeds and motorcycles;
3. Post speed reduction signs on the primary road systems;
4. In consultation with the Iowa Department of Natural Resources, Energy Bureau, provide vehicle overweight and oversized waivers and driver hours of service waivers to combat an energy emergency.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Iowa Department of Transportation's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Safety**

Pre-emergency Phase:

1. Issue press releases giving reasonable advance notice to the public about increased speed limit enforcement;



Attachment 3 to Annex C: Resource Management

2. Increase efforts to enforce existing speed limits.

Emergency Phase:

1. Assist and support local law enforcement to enforce store hour reduction, public event restriction, flag system compliance, minimum purchase requirements, and other mandatory measures implemented by Governor's office and other state agencies;
2. Implement reduction of speed limit and mandatory compliance.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Department of Public Safety's coordination with other agencies and its operations during the emergency.

**Department of Education**

Emergency Phase:

1. Encourage restriction of driving to and from school;
2. Communicate information to and from state agencies to schools via Area Education Agencies' communications network.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Department of Education's coordination with other agencies and its operations during the emergency.

**B. Natural Gas Emergency**

**Iowa Department of Natural Resources, Energy Bureau**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;
5. Update and maintain a network of public and private sector contacts.

Attachment 3 to Annex C: Resource Management

Verification Phase:

1. Contact Iowa Department of Commerce, Utilities Division, and other sources to verify natural gas supply and demand situations;
2. Increase the frequency of natural gas market situation monitoring;
3. Prepare to issue public appeals for voluntary conservation through activities such as reducing space heater and hot water temperature and consumption; tuning up furnaces, heating with alternate energy sources where available; adjusting heating, ventilation, air-conditioning settings; and insulating, weather-stripping and caulking.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Emergency Advisory Council (Council) and forward the Council's recommendations to Governor's office;
2. Increase monitoring of natural gas supplies, deliveries, demand and alternate fuel availability;
3. Issue public appeals for voluntary conservation. The appeals should include but are not limited to:
  - a) Reduce space heater and hot water temperature and consumption; heat with alternate energy sources and reduce thermostat settings;
  - b) Request the business community to reduce hours and switch to back-up alternative fuels;
  - c) Request farmers to dry crops with unheated air or use alternative fuels, if in harvest season;
4. Encourage industrial and commercial sectors to reduce energy usage by (target) percent. The target percent will be determined by the Energy Emergency Advisory Council with the Governor's approval.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that Governor declare an energy emergency;
2. Request Utilities Division of the Department of Commerce to activate mandatory utility demand reduction and gas curtailment programs;
3. Continue public appeals for conservation:  
Reduce space heater and hot water temperature and consumption; tune up furnaces; heat with alternate energy

Attachment 3 to Annex C: Resource Management

sources; adjust heating, ventilation and air-conditioning; and insulate, caulk and weather-strip;

4. Continue to encourage industrial and commercial sectors to reduce energy usage by [target] percent by reducing hours and switching to back-up or alternative fuel.

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management Division**

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Obtain critical data pertaining to energy needs from hospitals, police, fire Departments, and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Emergency Phase:

1. Obtain critical data pertaining to energy needs from hospitals, police, fire Departments, and local governments;
2. Evaluate sheltering needs and local emergency management needs (see Annex K: Sheltering);
3. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Division of Emergency Management's coordination with other agencies and its operations during the emergency.

Attachment 3 to Annex C: Resource Management  
**Iowa Department of Commerce, Utilities Division**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic capacity to produce finished energy products;
3. Update and maintain a network of public and private sector contacts, including certified natural gas providers;
4. In cooperation with other states and federal agencies and the private sector:
  - a) Develop list of critical natural gas industry related machinery, equipment, and construction materials;
  - b) Monitor both manufacturing/delivery lead times and utility inventories of the critical items;
  - c) Develop emergency procedures for shortening lead times of critical items.

Verification Phase:

1. Monitor natural gas supplies, deliveries, demand and alternate fuel availability;
2. Prepare to activate utility demand reduction and gas curtailment programs by reviewing core and non-core interruptible consumers. Prepare, to the extent possible, to manage fuel service to those who will be interrupted.

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Notify utilities of the potential for declaration of a natural gas energy emergency, including the expected category and possible duration;
3. Notify utilities, if appropriate to the type of potential emergency, to:
  - a) Activate voluntary utility demand reduction and gas curtailment programs;
  - b) Prepare to begin mandatory curtailment of interruptible customers;

Attachment 3 to Annex C: Resource Management

- c) Encourage utilities to restrict the availability of natural gas for electrical generation;
4. Request certified natural gas providers to provide a list of their transportation customer and commodity supplier names and locations, as well as providing bi-weekly updates/confirmations of these lists.

Emergency Phase:

1. Intensify monitoring of natural gas supplies, demand, deliveries and alternate fuel availability;
2. Continue to encourage utilities to restrict their use of natural gas for electrical generation.
3. Upon request of the Emergency Management Division (or the Office of Homeland Security), as needed, request natural gas local distribution utilities to detail their security arrangements for the Emergency Management Division;
4. Maintain regular, close communications with the federal Office of Pipeline Safety (OPS) and, as necessary, advise the Emergency Management Division of any OPS requirements for additional pipeline safety needs.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utility Division's coordination with other agencies and its operations during the emergency.

### **C. Electricity Emergency**

#### **Iowa Department of Natural Resources, Energy Bureau**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;
5. Update and maintain a network of public and private sector contacts.

Attachment 3 to Annex C: Resource Management  
Verification Phase:

1. Contact Iowa Department of Commerce, Utilities Division, and other sources to verify electricity supply and demand situations;
2. Increase the frequency of electricity market situation monitoring;
3. Prepare to issue public appeals for voluntary conservation
  - a) Delay use of electrical appliances to off-peak hours;
  - b) Reduce or replace lighting;
  - c) Reduce use of electronic entertainment systems and other non-essential equipment; and
  - d) Adjust thermostats on heat pumps or air-conditioners during peak hours.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Emergency Advisory Council and forward the Council's recommendations to Governor's office;
2. Increase monitoring of electric supplies, deliveries, demand and alternate fuel availability;
3. Issue public appeals for voluntary conservation. This may include, but is not limited to:
  - a) Delay use of electrical appliances to off-peak hours;
  - b) Reduce or replace lighting;
  - c) Reduce use of electronic entertainment systems and other non-essential equipment; and adjust thermostats on heat pumps or air-conditioners during peak hours.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that the Governor declare an energy emergency;
2. Initiate mandatory flag system at gasoline stations (see Appendix A);
3. Continue public appeals for voluntary conservation. This may include, but not limited to:
  - a) Delay use of electrical appliances to off-peak hours;

Attachment 3 to Annex C: Resource Management

- b) Reduce or replace lighting;
- c) Reduce use of electronic entertainment systems and other non-essential equipment; and
- d) Adjust thermostats on heat pumps or air-conditioners during peak hours.

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management Division**

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Obtain critical data pertaining to energy needs from hospitals, police, fire departments, and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Emergency Phase:

1. Obtain critical data pertaining to energy needs from hospitals, police, fire departments, and local governments;
2. Provide, as last resort, portable emergency power generation when life safety is threatened (see Annex C: Resource Management);
3. Evaluate sheltering needs and local emergency management needs (see Annex K: Sheltering);
4. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Division of Emergency Management's coordination with other agencies and its operations during the emergency.

Attachment 3 to Annex C: Resource Management

**Iowa Department of Commerce, Utilities Division**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic capacity to produce finished energy products;
3. Update and maintain a network of public and private sector contacts, including any non-utility companies with electric generation facilities in Iowa;
4. In cooperation with other states and federal agencies and the private sector:
  - a) Develop list of critical electric industry related machinery, equipment, and construction materials;
  - b) Monitor both manufacturing/delivery lead times and utility inventories of the critical items;
  - c) Develop emergency procedures for shortening lead times of critical items.

Verification Phase:

1. Monitor natural gas and coal supplies, deliveries, demand and alternate fuel availability;
2. Prepare to activate utility demand reduction and gas curtailment programs by reviewing core and non-core interruptible consumers. Prepare, to the extent possible, to manage fuel service to those who will be interrupted.

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Notify utilities of the potential for declaration of an electric energy emergency, including the expected category and possible duration;
3. Notify utilities, if appropriate to the type of potential emergency, to:
  - a) Activate voluntary utility demand reduction and curtailment programs;



Attachment 3 to Annex C: Resource Management

- b) Prepare to begin mandatory curtailment of interruptible customers;
  - c) Encourage utilities to assure that their ability to use alternative fuels remains adequate for the expected category and duration of the potential emergency;
  - d) Provide televised broadcast information about peak and off-peak times.
4. Increase monitoring of electricity demand, supplies and alternate power source availability.

Emergency Phase:

1. Intensify monitoring of natural gas and coal supplies, demand, deliveries and alternate fuel availability;
2. Upon request of the Emergency Management Division (or the Office of Homeland Security), as needed, request electric utilities to detail their security arrangements for the Emergency Management Division;
3. Maintain regular, close communications with the Federal Energy Regulatory Commission (FERC) and, as necessary; advise the Emergency Management Division of any FERC requirements for additional electric utility safety needs.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utility Division's coordination with other agencies and its operations during the emergency.

**D. Propane Emergency**

**Iowa Department of Natural Resources, Energy Bureau**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;

Attachment 3 to Annex C: Resource Management

5. Update and maintain a network of public and private sector contacts.

Verification Phase:

1. Identify regions experiencing product shortages or emergencies;
2. Monitor propane demand, supplies, alternate sources and pricing by region;
3. Prepare to issue public appeals for voluntary conservation. The appeals should include, but not limited to:

Reduce hot water temperature and consumption; tune up furnaces; heat with alternative energy sources; reduce ventilation to lower acceptable levels and dry corn with unheated air or substitute fuels such as agricultural residues and wood.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Emergency Advisory Council and forward the Council's recommendations to Governor's office;
2. Increase monitoring of demand, supplies, and alternate sources;
3. Contact Iowa Department of Transportation about the potential for drivers' waivers;
4. Issue public appeals for voluntary conservation. The appeals should include, but not limited to:

Reduce hot water temperature and consumption; tune up furnaces; heat with alternate sources; reduce ventilation to lower acceptable levels and dry corn with unheated air.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that the Governor declare an energy emergency;
2. Intensify monitoring of demand, supplies, and alternate sources;
3. Request Iowa Department of Transportation to issue drivers' waivers;
4. Issue public appeals to conserve propane for home heating. The appeals should include, but are not limited to:

Reduce space heating and hot water consumption; heat with alternate sources; reduce ventilation to lower acceptable levels and dry corn with unheated air or alternative fuels.

Attachment 3 to Annex C: Resource Management

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management Division**

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Obtain critical data pertaining to energy needs from hospitals, police, fire Departments, and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Emergency Phase:

1. Evaluate sheltering needs and local emergency management needs (see Annex K: Sheltering);
2. Obtain critical data pertaining to energy needs from hospitals, police, fire Departments, and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Division of Emergency Management's coordination with other agencies and its operations during the emergency.

**Iowa Department of Commerce, Utilities Division**

Pre-emergency Phase:

Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utility Division's coordination with other agencies and its operations during the emergency.

Attachment 3 to Annex C: Resource Management  
**Iowa Department of Transportation**

Pre-emergency Phase:

Consult with of the Department of Natural Resources, Energy Bureau, with regard to potential need to issue drivers' service hours waivers.

Emergency Phase:

In consultation with the Iowa Department of Natural Resources, Energy Bureau, provide vehicle overweight and oversized waivers and drivers' hours of service waivers to combat an energy emergency.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Iowa Department of Transportation's coordination with other agencies and its operations during the emergency.

**E. Heating Oil Emergency**

**Iowa Department of Natural Resources, Energy Bureau**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;
5. Update and maintain a network of public and private sector contacts.

Verification Phase:

1. Monitor demand, supplies, and alternate sources;
2. Prepare to work with oil companies and the Department of Revenue to identify residual fuel users;
3. Prepare to work with residual fuel users to switch to alternative fuels if those opportunities exist.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Emergency Advisory Council (Council) and forward the Council's recommendations to Governor's office;

Attachment 3 to Annex C: Resource Management

2. Increase monitoring of demand, supplies and alternate sources;
3. Work with oil companies and the Department of Revenue and Finance to identify residual fuel users;
4. Work with residual fuel users to voluntarily switch to alternate fuels.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that the Governor declare an energy emergency;
2. Intensify monitoring of demand, supplies and alternate sources;
3. Intensify work with oil companies and the Department of Revenue and Finance to identify residual fuel users;
4. Increase efforts to work with residual fuel users to switch to alternate fuels.

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management Division**

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Obtain critical data pertaining to energy needs from hospitals, police, fire departments, and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Emergency Phase:

1. Evaluate sheltering needs and local emergency management needs (see Annex K: Sheltering);
2. Obtain critical data pertaining to energy needs from hospitals, police, fire departments, and local governments;

Attachment 3 to Annex C: Resource Management

3. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Division of Emergency Management's coordination with other agencies and its operations during the emergency.

**Iowa Department of Commerce, Utilities Division**

Pre-emergency Phase:

Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utility Division's coordination with other agencies and its operations during the emergency.

**Iowa Department of Transportation**

Pre-emergency Phase:

Consult with the Iowa Department of Natural Resources, Energy Bureau, with regard to potential need to issue drivers' service hours waivers.

Emergency Phase:

In consultation with the Iowa Department of Natural Resources, Energy Bureau, provide vehicle overweight and oversized waivers and driver hours of service waivers to combat an energy emergency.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Iowa Department of Transportation's coordination with other agencies and its operations during the emergency.

**Iowa Department of Revenue and Finance**

Pre-emergency Phase:

If requested, supply the Iowa Department of Natural Resources, Energy Bureau, with contact information (including at least name, address, phone numbers, and fax numbers) for heating oil users in Iowa.

Emergency Phase:

Provide the Energy Bureau with contact information (including at least name, address, phone numbers, and fax numbers) for heating oil users in Iowa.

Attachment 3 to Annex C: Resource Management

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Iowa Department of Revenue and Finances' coordination with other agencies and its operations during the emergency.

**F Aviation Fuel Emergency**

**Iowa Department of Natural Resources, Energy Bureau**

Readiness Phase:

1. Monitor international and domestic events for potential impact on energy supplies and prices;
2. Monitor international and domestic energy supply and prices on both raw energy inputs and finished energy products;
3. Monitor international and domestic capacity to produce finished energy products;
4. Conduct periodic testing of the emergency plan and training of various parties that would respond to an energy emergency;
5. Update and maintain a network of public and private sector contacts.

Verification Phase:

1. Monitor demand and supplies;
2. Prepare to appeal to public to reduce recreational flying, and reduce crop dusting, if possible.

Pre-emergency Phase:

1. Schedule and chair a meeting or conference call of the Energy Emergency Advisory Council (Council) and forward the Council's recommendations to Governor's office;
2. Increase monitoring of demand and supplies;
3. Issue public appeals to:
4. Reduce or eliminate recreational flying and reduce crop dusting if possible;
5. Prepare to recommend to the Governor temporarily limiting Air National Guard maneuvers.

Emergency Phase:

1. In consultation with the Energy Emergency Advisory Council, recommend that the Governor declare an energy emergency;

Attachment 3 to Annex C: Resource Management

2. Intensify monitoring of demand and supplies;
3. Recommend to the Governor that Air National Guard maneuvers be limited;
4. Recommend the Governor minimize air travel of state employees;
5. Intensify public appeals to eliminate recreational flying and reduce crop dusting.

Post-emergency Phase:

1. Continue increased rate of monitoring;
2. Continue public information outreach programs as necessary;
3. Prepare a de-briefing report critiquing the dynamics of Energy Bureau's coordination with other agencies and its operations during the emergency.

**Iowa Department of Public Defense, Emergency Management  
Division**

Pre-emergency Phase:

1. Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.
2. Obtain critical data pertaining to energy needs from airports and local governments;
3. Serve as a clearinghouse for interagency information, where appropriate.

Emergency Phase:

1. Obtain critical data pertaining to energy needs from airports and local governments;
2. Serve as a clearinghouse for interagency information, where appropriate.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Division of Emergency Management's coordination with other agencies and its operations during the emergency.



Attachment 3 to Annex C: Resource Management

**Iowa Department of Commerce, Utilities Division**

Pre-emergency Phase:

Participate in Energy Emergency Advisory Council meetings or conference calls as requested by Iowa Department of Natural Resources, Energy Bureau.

Post-emergency Phase:

Prepare a de-briefing report critiquing the dynamics of Utility Division's coordination with other agencies and its operations during the emergency.

Attachment 3 to Annex C: Resource Management

## **APPENDIX A. EMERGENCY REDUCTION IN ENERGY DEMAND**

If an energy emergency or disruption occurs, the market will normally adjust to balance supply and demand. However, a broader strategy for reducing energy demand is essential, as the market cannot always achieve the necessary reduction in demand. This chapter describes actions categorized under two broad types of demand reduction for each fuel type. The first response is a public appeal for voluntary conservation. The second response, to be used if the Governor proclaims a state of emergency, is a series of mandatory measures to restrict energy consumption.

### **PETROLEUM DEMAND REDUCTION**

#### **VOLUNTARY ACTIONS**

In the event of a petroleum disruption, the state's first response is to encourage voluntary reduction in petroleum demand. Iowa depends on petroleum for 95 percent of its transportation fuel. Because the transportation sector is a prime target for conservation, the Governor will request that commuters form carpools, rely on public transit services, or use alternative modes of transportation such as biking or walking, as well as encourage telecommuting and request that the general public observe the speed limit, maintain the condition of their automobiles, consolidate and reduce trips, and purchase fuel efficient vehicles. In conjunction with these public appeals for conservation, the Governor will request that local governments activate the transit, rideshare and public information components of their local plans, if a local plan has been developed.

The Iowa Department of Natural Resources, Energy Bureau, is responsible for coordinating these voluntary programs. The Energy Bureau will also act as the central clearinghouse for all information regarding the programs' degrees of success. This information will be used to make recommendations to the Governor for continuation of the programs, modifications of the programs or the need for different demand reduction measures.

The Iowa Department of Natural Resources, Energy Bureau, recommends the following as the most effective demand reduction measures:

1. Rideshare Program  
The Energy Bureau will develop television, radio and newspaper spots, possibly featuring the Governor, appealing to the public to carpool/vanpool to work and to consolidate trips whenever possible. Information on how to start a ridesharing effort, examples of how trips can be combined and potential savings will be included.

Attachment 3 to Annex C: Resource Management

Utilization of company-owned vehicles for carpooling will be promoted, as well as preferential parking for carpooling/vanpooling employees.

The state will serve as a model by expanding its ridesharing program for employees.

2. Mass Transit

The Energy Bureau will work with the Iowa Department of Transportation to identify city transit authorities and will work with the transit agency to make a bus pass program available to businesses in the area. Businesses most likely to benefit, as determined by the city transit authority, will be contacted personally or through brochures promoting the benefits to the company and the employee (attractive, low-cost fringe benefit, reduced absenteeism and tardiness, reduced parking costs, etc.) and would be persuaded to subscribe.

In conjunction with carpool/vanpool and bus pass subsidy programs, businesses will be encouraged to reduce parking by an amount equal to a percentage of the participation level an employer is striving to achieve to prompt employees to use the programs. Alternately, employers could be encouraged to charge for parking on a graduated scale, with fees being reduced as vehicle occupancy increases.

"Auto-free zones" will also be promoted in conjunction with ridesharing and bus pass subsidy programs. The Energy Bureau will contact city commissioners to actively promote auto-free zones by limiting parking to the perimeter of high traffic areas and routing through-traffic around the auto-free zone.

3. Changes in Work Patterns

The Energy Bureau will encourage the use of flexible work hours, telecommuting and teleconferencing for both short and long-term demand reduction, improvement in fuel efficiency and reduction in traffic congestion. Changes in work patterns are discussed below:

Flexible Work Hours:

Flextime will encourage carpooling, vanpooling, and transit use. In addition, through reducing peak hour congestion, fuel efficiency will be improved.

Teleconferencing and Telecommuting:

Teleconferencing with the Iowa Communications Network (ICN) will be encouraged as a substitute for business trips to meetings and conferences. In addition, teleconferencing through the use of regular phone lines will be undertaken. To serve as a model, the Department of Education will establish limits on the total number of educators sent to conferences and will substitute teleconferencing whenever possible. Other state agencies will use teleconferencing and telecommuting to

Attachment 3 to Annex C: Resource Management  
the extent possible. The ICN teleconferencing centers in Iowa are listed in the Energy Emergency Handbook.

Four-Day Work Week:

In an effort to reduce gasoline for commuting, the Department of Natural Resources will actively promote, through television, radio and newspaper spots, that businesses close one day per week, if possible. Sample posters and stickers attesting to businesses' participation will be available through state agencies, and publicity on businesses adopting the measure will increase the visibility of the program and increase the strength of the social reinforcers.

4. Agricultural Sector Measures

Iowa's agricultural base is extremely important to the state's economy and any demand reduction activities for this sector must be carefully scrutinized to minimize crop destruction or deterioration. The timing of pesticide application and crop harvesting in many cases cannot be altered and special considerations may have to be granted to this important industry. In the event of an emergency, the Department of Natural Resources will work closely with the Department of Agriculture and Land Stewardship, the Consolidated Farm Service Agency county offices and the Iowa State University Agriculture Extension Service to promote the following measures:

Minimum Tillage Practices:

Media spots and brochures explaining the methods and advantages of minimum tillage will be available through the three agencies.

Reducing Crop Tillage Speed:

The Department of Natural Resources will work with the Department of Agriculture and Land Stewardship, the Consolidated Farm Service Agency, and the Iowa State University Agricultural Extension Service to develop media spots and brochures promoting the reduction of tractor speed when pulling implements (primarily cultivators and discs) from six miles per hour to four miles per hour to reduce energy consumption.

Registering Commercial Livestock Hauling Trucks:

The Departments will work to identify and register commercial livestock haulers and map their normal routes. Farmers selling only a few animals at a time would be able to call a central point to be put on an animal pickup route so full trucks would move to the livestock sales points in times of an emergency.

5. Other Driving Reduction Measures

To encourage less driving, the Department of Natural Resources will promote "car-less days." Vehicle owners will be urged to refrain from driving any vehicles one day each week. Television, newspaper and

Attachment 3 to Annex C: Resource Management

radio spots will promote the program. Windshield or bumper stickers attesting to the individual's participation in the program will be available through state agencies or banks to provide higher visibility and incentive. In addition, the Department of Natural Resources will encourage the restriction of driving to and from school. The Departments of Natural Resources and Education will encourage school boards to take actions to reduce driving to and from school and will stand ready to assist school boards in developing a program. Schools complying with the measure will receive publicity.

## **MANDATORY MEASURES**

If the petroleum emergency worsens, the Governor may proclaim a state of emergency and implement mandatory demand reduction programs. Iowa law prohibits coupon rationing, unless the program is federally mandated. The Department of Natural Resources, Energy Bureau, recommends the following mandatory measures in the event of an energy emergency:

1. Flag System

The Energy Bureau will mail to all pump locations on the Iowa Department of Agriculture and Land Stewardship pump list specifications for making three two-foot by three-foot flags: one green with an open black one-inch diameter one-inch thick ring in the center (to distinguish it from red flags for color-blind motorists) to be hung when open and pumping gas; one yellow to be hung when open for services but not pumping gas; and one red with a one-inch thick ring with a one-inch thick "X" filling the ring to be hung when closed. An instruction sheet will state when the flags should be hung, where, until what date (if known) and penalties to be levied for violations. The Departments of Transportation and Public Safety and city and county law enforcement agencies will enforce the measure.

2. Speed Limit Compliance

The Energy Bureau will announce through the news media that efforts to enforce the speed limit will be increased to conserve gasoline. Media spots to further encourage compliance will also be developed. The Iowa Department of Public Safety will be asked to either add personnel or divert existing personnel to intensify efforts to enforce the speed limit to a goal of seventy percent (70%) compliance (as measured by Iowa Department of Transportation) on interstates and major highways in Iowa.

3. Retail Store Closings and Restriction of Public Events

The Energy Emergency Advisory Council will recommend to the Governor a common day per week reduction of retail store hours and a limiting of public events to selected nights to discourage driving. Stickers or posters attesting to retail stores' participation in the

Attachment 3 to Annex C: Resource Management

program would be available through retailer organizations and state agencies.

4. Employer Choice Plan

The Energy Emergency Advisory Council will work with the Iowa Department of Transportation to identify businesses that employ one hundred (100) or more personnel (full or part-time permanent) and government agencies that employ fifty (50) or more personnel (full or part-time permanent) to direct each entity to institute either a carpool, vanpool, or bus pass program and choose two of the following three measures to encourage participation: reduce parking, provide preferential parking for high-occupancy vehicles, and promote flex-time. The Iowa Department of Natural Resources will conduct random audits, either on-site or by phone, to ensure compliance.

## **NATURAL GAS DEMAND REDUCTION**

### **VOLUNTARY ACTIONS**

1. Reduce Hot Water and Space Heater Consumption

The Iowa Department of Natural Resources will work with the gas utilities to encourage the reduction of hot water energy consumption through an informational campaign using brochures available at utilities and other natural gas distributors, along with television, radio and newspaper spots. Brochures will provide information on ways to reduce water-heating requirements and reduce hot water consumption.

2. Tune up Furnaces

The Iowa Department of Natural Resources will encourage all sectors to have furnaces tuned up for maximum efficiency. Informational brochures on simple furnace maintenance will be distributed throughout utilities and other natural gas suppliers.

3. Reduce Ventilation

The Iowa Department of Natural Resources will encourage both commercial and industrial sectors to reduce ventilation to a minimum level determined by the state for different business types and buildings.

4. Heat with Alternate Energy Sources

The Iowa Department of Natural Resources will encourage all sectors to heat with alternate energy sources to reduce natural gas consumption. The Department will publicize examples of appropriate methods of doing this.

Attachment 3 to Annex C: Resource Management

5. Back-up Fuels

The Energy Emergency Advisory Council will work with the natural gas companies and utilities to identify industrial users of natural gas, and would request those users to switch to their back-up fuel, if possible. The majority of industrial users have fuel oil as a back-up fuel. A shortage of this fuel caused by switching from natural gas would not endanger any essential end-users as long as the supply is there.

6. Restricted Use

The Iowa Department of Natural Resources will contact the major utilities with plants in Iowa and request that they shut down natural gas-burning electrical generators during a natural gas emergency. Utilities will be encouraged to use other-fueled generators or to make purchases from the grid to make up for the lost wattage.

**MANDATORY MEASURES**

Service Curtailment

Where applicable, companies shall curtail service in accordance with the conditions of the Federal Energy Regulatory Commission (FERC) tariffs of the pipeline suppliers. Otherwise, the order of the following service categories indicates the priority for curtailment, the first category being the first service class to be curtailed:

- a) Interruptible customers;
- b) Commercial and industrial customers using natural gas for boiler fuel, within this group curtailment shall apply first to those customers using the largest amount of natural gas;
- c) Commercial customers;
- d) Customers using natural gas for essential productive processes and feedstock uses;
- e) Customers using natural gas for essential agricultural uses as certified by the USDA;
- f) Customers using natural gas for correctional facilities, schools, sanitation facilities, hospitals, police protection, fire protection and other essential government services;
- g) Residential customers.

Iowa Department of Commerce, Utilities Division, will work with utility companies to carry out the above functions.

Attachment 3 to Annex C: Resource Management

## **ELECTRICITY DEMAND REDUCTION**

### **VOLUNTARY ACTIONS**

The Iowa Department of Natural Resources will work with the electric utilities to issue public appeals for voluntary conservation through the news media and brochures mailed with utility bills. The public will be urged to delay use of electrical appliances to off-peak hours; reduce or replace lighting; reduce the use of nonessential electronic systems; adjust thermostats on heat pumps or air-conditioners during peak hours; reduce the operation of swimming pool/spa pump and filter systems during peak hours and reduce the use of electricity for advertising and decoration.

### **MANDATORY MEASURES**

If a product shortage enters the emergency phase, measures become more stringent, and voluntary actions may become mandatory. Utility curtailment plans will be activated by the Iowa Department of Commerce, Utilities Division. Electric curtailment plans shall limit consumption in accordance with plans approved by the Utilities Division.

## **PROPANE DEMAND REDUCTION**

### **VOLUNTARY ACTIONS**

1. Industrial and Commercial Reduction  
Through such means as umbrella trade organizations, magazines, and other news media, the Iowa Department of Natural Resources will encourage all industrial and commercial entities to reduce propane consumption by [target] percent. Examples of how this could be done (such as reducing hours of operation) will be included. The Iowa Department of Natural Resources, Energy Bureau, will ask all involved to submit a report describing measures taken and probable fuel savings. These will be summarized and publicized to achieve higher levels of compliance.
2. Reduce Hot Water and Space Heater Consumption  
The Iowa Department of Natural Resources will work with the gas utilities to encourage the reduction of hot water energy consumption through an informational campaign using brochures available at utilities and other natural gas distributors, along with television, radio and newspaper spots. Brochures will provide information on ways to reduce water-heating requirements and reduce hot water consumption.
3. Tune up Furnaces  
The Iowa Department of Natural Resources will encourage all sectors to have furnaces tuned up for maximum efficiency. Informational



Attachment 3 to Annex C: Resource Management

brochures on simple furnace maintenance will be distributed throughout utilities and other natural gas suppliers.

4. Reduce Ventilation

The Iowa Department of Natural Resources will encourage commercial and industrial sectors to reduce ventilation to a minimum level determined by the state for different business types and buildings.

5. Heat with Alternate Energy Sources

The Iowa Department of Natural Resources will encourage all sectors to heat with alternate energy sources to reduce natural gas consumption. The Department will publicize examples of appropriate methods of doing this.

6. Reduce Hot Water Consumption, Tune up Furnaces, Heat with Alternate Sources and Reduce Ventilation

The public will be encouraged by Department issued press releases to reduce hot water consumption, lower temperature of hot water heater, caulk and weather-strip doors and windows, insulate ceilings, walls and crawl spaces, tune up furnaces, heat will alternate fuel sources, if possible and reduce ventilation flow and lower room temperature settings.

7. Dry Corn with Unheated Air.

The Iowa Department of Natural Resources will work with the Iowa Department of Agriculture and Land Stewardship, the Federal Farm Service Agency county offices, and the Iowa State University Agricultural Extension Service to promote drying corn with low temperature fan-forced air or with biomass fuels as much as possible. Brochures will be developed by the ISU Extension Service giving details on the conditions under which corn could be dried by air and when heated air would be necessary (for example, what initial moisture content, outside temperature and humidity, etc.). Brochures are available at all of the above offices.

See strategies under Natural Gas, "Voluntary Actions" section.

## **HEATING OIL DEMAND REDUCTION**

### **VOLUNTARY ACTIONS**

1. Encourage [Target] Percent Reduction in Use

The Energy Bureau will work with oil companies and the Iowa Department of Revenue and Finance to determine heating oil users and historical consumption and will encourage all users to reduce heating oil consumption by [target] percent through measures deemed appropriate (partial closure, switching to alternate fuel sources if available, increasing efficiency, etc.). The Energy Bureau will request

Attachment 3 to Annex C: Resource Management

reports from each company describing actions taken and probable savings and will summarize and publicize them to achieve higher levels of compliance.

2. Switch to Alternate Energy Sources

The Energy Bureau will work with oil companies and the Iowa Department of Revenue and Finance to identify residual fuel oil users and will, through phone calls or mailings, encourage facilities to switch to other energy sources wherever possible.

3. Industry Efficiency Improvement

The Energy Bureau will work with oil companies and the Iowa Department of Revenue and Finance to determine industries consuming residual fuel oil and will suggest methods of increasing the efficiency of its use (i.e., if used for space heating, increased insulation, reduce thermostat set-point, etc.).

### **MANDATORY MEASURES**

In the event of a heating oil emergency, the above efforts would intensify. In addition, industries may be required to submit reports describing measures taken to reduce use and probable savings.

### **AVIATION FUEL DEMAND REDUCTION**

#### **VOLUNTARY ACTIONS**

1. Eliminate Recreational Flying

The Energy Bureau will develop television, radio, and newspaper spots to appeal to the public to eliminate recreational flying, and will urge light plane rental facilities and airports to increase their charges for individuals flying for recreation.

2. Limit Air National Guard Maneuvers

The Energy Emergency Advisory Council will recommend to the Governor a goal for flight fuel consumption to be set for the Air National Guard, to be achieved through discretionary measures on the part of the Guard. The Guard will monitor fuel consumption as compared to similar periods in previous years and will make the information public to demonstrate government's commitment to reducing consumption.

3. Encourage Reduced Crop Dusting

The Energy Bureau will work with the Iowa Department of Agriculture and Land Stewardship, Federal Farm Service Agency county offices and the Iowa State University Agricultural Extension Service to encourage farmers to use methods other than crop dusting to spread chemicals over crops in times of aviation fuel emergencies. These

Attachment 3 to Annex C: Resource Management  
measures should be recommended only where practical, given the  
economic value of the industry to the state as a whole.

**MANDATORY MEASURES**

Limit On-Plane Travel by State Employees

Travel by state employees should be extremely limited due to job demands  
during an energy emergency.

Iowa Emergency Response Plan

Attachment 3 to Annex C: Resource Management

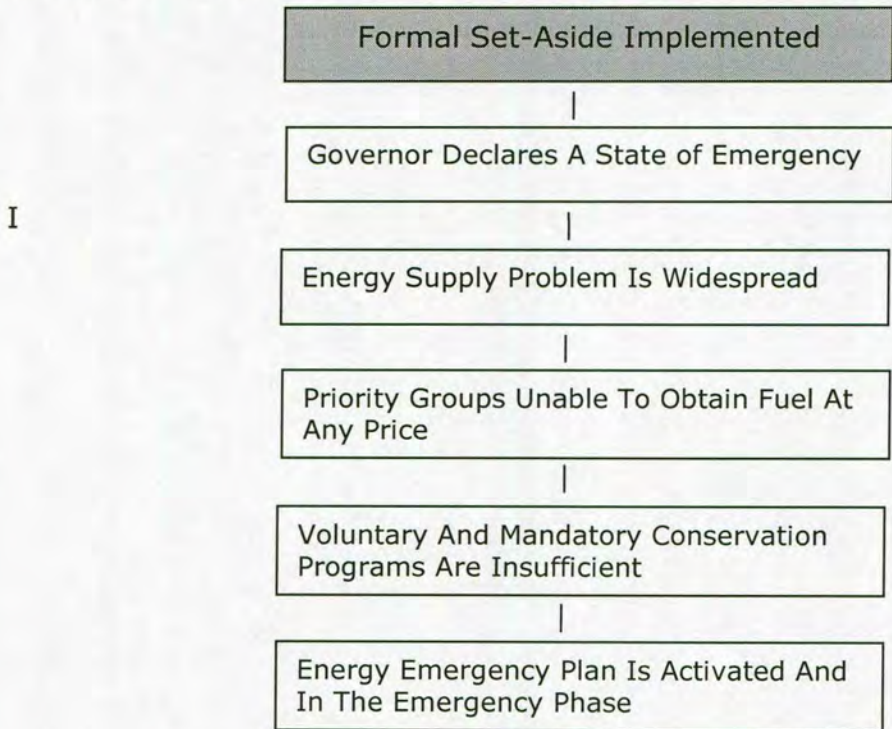
**APPENDIX B. STATE PETROLEUM SET-ASIDE**

The purpose of the Set-Aside Program is to alleviate the emergency situation and hardship for priority end-users that are unable to acquire sufficient propane, middle distillate, motor gasoline or residual fuel oil. Under the program, a prime supplier is required to reserve a specified percentage of his projected monthly release of petroleum products for government use in allocating to emergency services and hardship cases. The program is to be used only if the suppliers are unable to respond adequately to emergency and hardship needs during a shortage.

**LEGAL AUTHORITY**

**Chapter 473 of the Code of Iowa** authorizes the set-aside program if the Governor finds that an impending or actual emergency, shortage, or distribution imbalance of liquid fuels may cause hardship or pose a threat to the health and well-being of the people, and declares a state of emergency. The Energy Bureau of the Iowa Department of Natural Resources is responsible for administering the set-aside program even though the Iowa Department of Public Defense-Division of Emergency Management is the lead agency in the event of an energy emergency.

**CRITERIA FOR IMPLEMENTATION OF SET-ASIDE PROGRAM**



Attachment 3 to Annex C: Resource Management

**PRIORITY SYSTEM**

Each application for petroleum supplies will be reviewed and evaluated as to the justification for the request and its demonstration of emergency or hardship. Assignments will generally be prioritized as follows:

1. Emergency Services – including police, firefighting, hospitals, nursing homes, national defense (if needed), and other public services determined to be in the emergency category.
2. Hardship Cases -- Where survival or extreme need is demonstrated.
3. Maintenance of essential public services, including other facilities and services provided by municipally, cooperatively, or investor-owned utilities, or by any state or local government authority, and including transportation facilities and services, which serve the public at large, such as those which distribute petroleum products and propane, and radio and television stations.
4. Maintenance of agricultural operations, including farming, ranching, dairy, commercial fishing activities and related services, if determined to be absolutely necessary to preserve their economic viability.
5. Preservation of an economically sound and competitive petroleum industry, including the priority needs to restore and foster competition in the producing, refining, distribution, marketing and petrochemical sectors of the industry, and to preserve the competitive viability of independent refiners, small refiners, branded and unbranded independent marketers.
6. Allocation of residual fuel oil and refined petroleum products as necessary for the maintenance of, exploration for, and production or extraction of fuels and minerals essential for national needs;
7. Minimization of economic distortion, inflexibility and unnecessary interference with market mechanisms.

In the event of an emergency, the priority system is designed to ensure that emergency health, safety and essential services receive their fuel needs.

However,

these services will be required to provide appropriate justification for their request, through the application procedure.

**PETROLEUM SET-ASIDE VOLUME**

The Iowa Department of Natural Resources will designate the percentage of fuel to be set aside, from 0-5%, depending on the severity of the emergency. The Iowa Department reserves the authority to change the set-aside

Attachment 3 to Annex C: Resource Management percentage monthly to be consistent with the demands of priority users. The Department will monitor the program to ensure uniformity and fairness in the release of supply.

### **UNUSED SET-ASIDE VOLUME**

Unused set-aside volumes may be applied to a supplier's total supply for the following month.

### **REGIONAL NEEDS**

The Iowa Department of Natural Resources may designate geographical areas within the state to be suffering from an intrastate supply imbalance. The Iowa Department of Natural Resources may order set-aside volume to be released in such areas to alleviate hardship cases.

### **WHO MAY APPLY**

A wholesale consumer, seeking an assignment from the state set-aside system to meet a hardship or emergency requirement, or a reseller, seeking an assignment to enable him to supply the wholesale consumer, may apply for an assignment under the state set-aside system.

### **WHERE TO FILE**

All applications shall be filed with the Director of the Iowa Department of Natural Resources, Set-Aside Office, Wallace State Office Building, 502 East 9th, Des Moines, Iowa 50319-0034, if the product is to be physically delivered and the applicant is located in the state of Iowa.

#### **PETROLEUM SET-ASIDE PROGRAM PROCEDURE:**

1. The Governor declares a state of emergency, which activates the state setaside program.
2. The Director of the Iowa Department of Natural Resources designates a Fuels Allocation Officer.
3. Prime suppliers are notified immediately from a list of contacts included in the Energy Emergency Handbook.
4. Applications for fuel must be made to the Director of Natural Resources or, if designated by the Director, directly to the Fuels Allocation Officer. Applications should be made on the proper form but in extreme emergencies may be made by telephone. Faxes are acceptable on the proper form and will greatly facilitate processing. Any telephone request must be immediately verified by formal application.

Attachment 3 to Annex C: Resource Management

Information required on the "Application for Set-Aside Fuel":

1. Justification for hardship;
2. Demonstration of energy conservation efforts;
3. Current and historical supply data;
4. A statement that the current supplier has refused to supply;
5. Bulk consumers/end users, or suppliers of those consumers may apply for set-aside fuel. Emergency services and hardship cases whose supplier refuses to supply may also apply. In any case, the authority to grant or refuse supply lies with the Fuels Allocation Officer;
6. The Director of the Iowa Department of Natural Resources may initiate an investigation of any application;
7. Within 10 days of filing, or sooner if practicable, the Fuels Allocation Officer issues an order granting or denying the application-authorizing document;
8. The Authorizing Document expires if not presented to the supplier within 10 days;
9. Suppliers must honor a legitimate Authorizing Document;
10. All suppliers will be treated uniformly and will not be required to participate disproportionately;
11. An appeal may be filed by a denied applicant and will be reviewed by the Iowa Department of Natural Resources;
12. The set-aside program will sunset when the Iowa Department of Natural Resources determines that available supplies have reached 99% of base period supply, or when the Governor rescinds the state of emergency, or chooses to terminate the program.

Attachment 3 to Annex C: Resource Management

## **APPENDIX C. ECONOMIC ISSUES**

The Energy Bureau recognizes that an equally important problem to address is the effect of rising prices on energy consumers during an emergency. It is likely that rising prices may occur as market mechanisms are used to manage supply disruptions, disproportionately affecting the low-income population.

To account for equity considerations, the following measures are recommended:

### **TASK FORCE**

As described in an earlier section of this plan, the Energy Emergency Advisory Council is the "core" advisory group to the Governor during an energy emergency. To assist with alleviating hardship to low-income households because of price increases, the Iowa Department of Human Services and the Association of Community Action Agencies will join this core group. The responsibilities of this Task Force will include:

1. Determining projected energy costs;
2. Establishing state policy on the amount of economic assistance to provide;
3. Evaluating existing programs;
4. Determining program implementation, including eligibility criteria;
5. Estimating the number of households eligible;
6. Estimating total funding required;
7. Identifying potential sources of revenue; and
8. Drafting necessary legislation.

### **ECONOMIC ASSISTANCE PROGRAMS**

Of the current economic assistance programs, the Low-Income Home Energy Assistance Program may be the most useful in redistributing funds to the needy in an energy emergency. The Task Force may lobby to augment funds in this program, should an emergency prove the funds are insufficient. Prices will be closely monitored throughout the energy emergency and the potential extent of the economic impacts on low-income persons will be reported to the Energy Emergency Advisory Council on a regular basis.



Attachment 3 to Annex C: Resource Management

## **APPENDIX D. TABLE OF CONTENTS FOR THE ENERGY EMERGENCY HANDBOOK**

- Copy of the Energy Emergency Plan
- Energy Emergency Plan Operating Guidelines
- State Agency Organization Chart
- Legislation and Administrative Rules
- Iowa End-Use Energy Consumption Data (page 10 of the Iowa Comprehensive Energy Plan)
- Contact List of Energy Suppliers
- PADD II Descriptions and Map
- State Petroleum Set-Aside Form and Authorization Form
- Sample Press Release, Public Service Announcements and Brochures
- Internet Instructions, List of email and Iowa Hub Addresses (Iowa Hub Addresses are in state phone book)
- GIS Maps of Major Transmission Lines and Oil, Propane Pipelines
- List of Local Gas Stations
- List of Refineries and Pipeline Contacts
- List of ICN Teleconference Sites
- State Of Iowa Government Metro Area Telephone Directory (includes Iowa Hub Addresses)
- Copy Of State Map
- Contact List Of Local Emergency Management Coordinators
- Glossary of Liquid Fuel Terms

### **REFERENCES:**

1. California Energy Commission Contingency Plan I, December, 1988.
2. Department of Energy, Strategic Petroleum Reserve Drawdown Plan, Amendment 4, December 1982, DOE/EP-00-73.

**Responsible Agencies**

Primary: Emergency Management Division

Support: Department of Personnel, Department of General Services, Department of Revenue and Finance, Department of Management, Attorney General's Office, Department of Public Safety

**Significant Functional Interdependencies:** Resource Management and Logistics. The following is a summary of the interrelationship among the Finance and Administration function and these two other functions:

The Resource Management function addresses resource location, allocation and tracking. Once this has been accomplished, the Logistics function focuses on how these things get to their respective destinations efficiently, including staging and temporary storage. The Finance and Administration function deals with how to fund and carry out the acquisition of resources and services and ensures proper completion of all required financial procedures and associated paperwork.

**Introduction**

**Purpose:** To ensure that emergency/disaster-related financial operations are conducted in a coordinated manner and in accordance with established state and federal laws, authorities, policies, and procedures.

**Scope**

This function is limited to developing and guiding an emergency/disasterrelated, versus day-to-day, financial and administrative capability, with a focus on:

1. Leasing and/or purchasing equipment;
2. Purchasing supplies;
3. Securing the use of staging areas, warehouses, alternate work locations, and other facilities;
4. Obtaining personnel services;
5. Recording the emergency use of state-government personnel;
6. Maintaining compliance with applicable state and federal regulations, as well as union contracts;
7. Requesting/receiving/administering federal assistance.

## **Planning Considerations**

### **Situation**

Funding a response to an emergency or disaster involves many complex interrelationships among government agencies at the federal, state, and local levels. These are often established through federal or state statute. Securing the use of private sector resources, whether through purchase, lease, or donation, also plays a key role in mounting an effective emergency/disaster response. Proper coordination and management of the financial and administrative responsibilities associated with these funding-related tasks is crucial in order to avoid miscommunication, missed funding opportunities, duplication of effort, and loss of organizational credibility.

### **Assumptions**

1. Many personnel implementing an emergency/disaster response may be required to work non-routine schedules and longer workweeks.
2. Many personnel involved in implementing an emergency/disaster response will be covered by union contracts.
3. Existing state financial management controls and operating policies may need to be modified or waived for the purpose of expediting critical emergency/disaster-related actions. New financial management controls and operating policies may need to be created for the same purpose.

## **Concept of Operations**

### **Operational overview**

Typically, the term "resources" encompasses personnel, equipment, supplies, and facilities. The Direction, Control, and Coordination function will receive or become aware of emergency/disaster-related resource needs and will make decisions about which of these needs it is appropriate to attempt to meet. Once determined, resources requirements are communicated from Direction, Control, and Coordination to the Resource Management function. Resource Management will evaluate these requirements against available state-owned assets and then make a recommendation to Direction, Control, and Coordination about whether to use state assets or obtain the required resources from an outside source. If the decision is made to use outside sources rather than available state assets, or, if no state assets of the correct type are available, then Resource Management

## Annex D: Finance and Administration

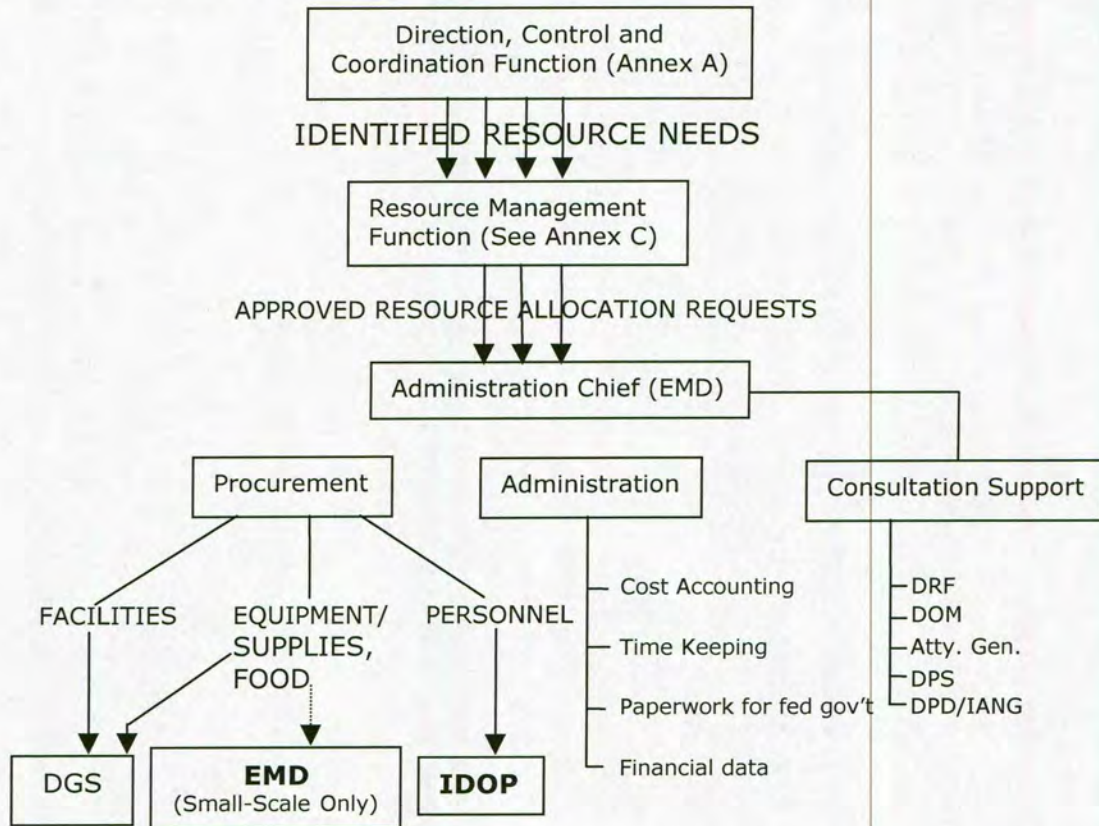
will forward the resource requirements on to the Finance and Administration function via the Administration Chief (typically the Emergency Management Division Administration Bureau Chief).

The Administration Chief will either begin the process of obtaining the needed resources, or, in more complex situations, will provide a set of alternatives along with recommended actions and the rationale for these recommendations. The Administration Chief may consult with other agencies when developing alternatives and recommendations. Once the decision is made on how to proceed, the Administration Chief will assign resource procurement tasks as follows:

1. For facilities ➡ Department of General Services (DGS);
2. For equipment, food, and supplies ➡ DGS (small procurements may be handled directly by EMD);
3. For personnel ➡ Iowa Department of Personnel (IDOP) (small procurements may be handled directly by EMD).

The Finance and Administration function will track all expenditures associated with each resource requirement in accordance with state and federal regulations and applicable program requirements. The flow chart below depicts the process of procurement of outside resources described in the preceding paragraphs.

## Annex D: Finance and Administration



### Federal Interface

The Finance and Administration Annex corresponds to the Financial Management Support Annex, and to some extent to the Resource Support Emergency Support Function, of the Federal Response Plan.

### Response actions (by responsible agency)

#### ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under Direction, Control and conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other

## Annex D: Finance and Administration

personnel as needed to support emergency/disaster response activities at a variety of locations.

4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF PERSONNEL

1. Assist EMD with procuring emergency/disaster-related personnel services when EMD capabilities to do so have been overwhelmed.<sup>2</sup>
2. Monitor state agency personnel-related emergency/disaster activities to ensure compliance with union contract agreements, intervening and/or advising these agencies as needed.
3. Monitor state agency personnel-related emergency/disaster activities to ensure compliance with personnel-related federal regulations, intervening and/or advising these agencies as needed. Examples of regulations include the Fair Labor Standards Act (FLSA) and equal employment opportunity (EEO) laws.
4. Provide a mechanism, supported by training if needed, that enables state agencies to uniformly and accurately track the emergency/disaster-responder-related hours worked by their employees.

## EMERGENCY MANAGEMENT DIVISION

1. Obtain emergency/disaster-related emergency funding pursuant to Code of Iowa section 29C.20.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

<sup>2</sup> Depending on factors such as personnel availability and suitability, "personnel services" may be obtained from either a *talent pool* consisting of human resources from within state government, or from a *labor pool* consisting of human resources from outside of state government.

Annex D: Finance and Administration

2. Administer the state's application for federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 USC 5121, et seq.).
3. Procure small contingents of emergency/disaster-related personnel (for larger-scale personnel needs EMD will work through IDOP).
4. Provide the following generic financial and administrative functions in support of emergency/disaster operations:
  - a) Cost accounting;
  - b) Financial data collection;
  - c) Submission of federal paperwork;
  - d) Time-keeping.

DEPARTMENT OF GENERAL SERVICES

1. Lease or purchase equipment and/or supplies and/or contractual services as requested by EMD in support of emergency/disaster-response activities.
2. Locate and obtain the use of facilities for office relocation, staging areas, forward command posts, temporary warehousing and other emergency/disaster-related purposes.
3. Arrange for delivery of food services to the State Emergency Operations Center and other locations in support of emergency/disaster operations when The Emergency Management Division's ability to do so is overwhelmed.

DEPARTMENT OF REVENUE AND FINANCE

Modify or create financial management-related policies or procedures, when necessary to meet emergency/disaster response needs or track disaster-related expenditures.

DEPARTMENT OF MANAGEMENT

Monitor all state emergency/disaster-related expenditures and how they impact the budget.

Annex D: Finance and Administration

ATTORNEY GENERAL'S OFFICE

Provide legal advice to state agencies with respect to emergency/disaster-related purchasing and personnel procurement activities.

DEPARTMENT OF PUBLIC SAFETY

Coordinate or perform background investigations as appropriate in support of emergency/disaster-related hiring activities.



## Annex E: Logistics

**Responsible Agencies**

Primary: Emergency Management Division

Support: Department of Public Defense – Iowa National Guard, Board of Regents, Department of Transportation, Department of Public Safety, Department of Natural Resources, Department of General Services, Department of Elder Affairs, Civil Air Patrol

**Significant Functional Interdependencies:** Resource Management; Research, Analysis, and Planning; Finance and Administration; Transportation; Logistics. The following is a summary of the interrelationship among the Logistics, Finance and Administration, and Resource Management functions:

The Resource Management function addresses resource location, allocation and tracking. Once this has been accomplished, the Logistics function focuses on how these things get to their respective destinations efficiently, including staging and temporary storage. The Finance and Administration function deals with how to fund and carry out the acquisition of resources and services and ensures proper completion of all required financial procedures and associated paperwork.

**Introduction**

**Purpose:** To provide for the coordination and procurement of adequate transportation services for moving personnel, equipment, and supplies in support of emergency response/assistance missions.

**Scope:** State logistics activities support, but are not limited to:

1. Developing and implementing efficient methods for transporting personnel, equipment, and supplies in support of emergency/disaster response operations.
2. Developing specifications for staging areas, warehouses, and other support facilities; setting these up; and managing them once they are operational. Note that the Resource Management and/or the Finance and Administration function will take the lead on identifying and paying for these facilities, depending on whether the facilities are state property or are secured from elsewhere.
3. Distributing bulk supplies shipped to an emergency/disaster scene. Distribution will take place in accordance with instructions received by the Resource Management function.

This function addresses how state government provides logistics services indirect support of emergency response activities. Logistics activities directly associated with supporting the State Emergency Operations Center (SEOC), an alternate EOC, or a set of decentralized

## Annex E: Logistics

locations serving the purpose of an EOC, are the responsibility of the Internal Logistics and Administration Section of the state's emergency response operation, as described in Annex A: Direction, Control, and Coordination.

**Planning Considerations****Situation**

An emergency or disaster can strike almost any location. The personnel, equipment, supplies, and other resources needed to respond to the consequences brought about by an emergency/disaster are, in many cases, not all available at or near the incident scene. This is especially true in Iowa, due to its largely rural demographics.

The resources needed to meet response requirements are, in many cases, not solely devoted to this purpose, but instead are diverted from their primary, day-to-day uses. They will be gathered from a variety of locations and owners, and will be in varying states of readiness for service. Some of these resources will have transportation capabilities associated with them, while for others these capabilities will need to be arranged.

The transportation of resources from their various origination points to where they are needed to implement the emergency/disaster response must be centrally coordinated to minimize inefficiencies, particularly when multiple sites are affected. Resource delivery priority instructions must be cleared communicated and monitored by completion.

For these reasons, a well-organized logistics function is an essential component of an effective emergency response.

**Assumptions**

1. Infrastructure damage and communications disruptions will inhibit efficient coordination of transportation support during the period immediately following an emergency or disaster. Gradual clearing of access routes and improved communications will permit an increased flow of emergency relief, although localized distribution patterns might remain unusable for a significant period.
2. The movement of relief supplies may create congestion in the transportation network, requiring coordination at the state level.
3. Emergency/disaster conditions will limit the availability of transportation capabilities and cleared routes, requiring that

## Annex E: Logistics

resources be shipped in a manner that minimizes duplication of transportation functions.

4. During and after an emergency or disaster, normal public and private modes of transportation will be inadequate to meet the needs of response efforts and the general public.
5. At the direction of the Governor, public transportation providers will make vehicles available for evacuation and emergency movement of resources.
6. Maximum use of local capabilities and resources will occur before requesting assistance from the state.

**Policies**

1. The state will act to control the flow of unauthorized, non-emergency personnel, equipment, and supplies into emergency/disaster-affected areas.
2. Iowa DOT officials may relax certain roadway restrictions to allow rescue and relief equipment and supplies into an area, but only after making a determination that it is safe to do so.

**Concept of Operations****Operational overview**

State government's emergency/disaster logistics activities are managed from the operations room of the SEOC, when activated. This is a coordinated effort between the Emergency Management Division (EMD) and those state agencies providing and/or transporting resources. When the SEOC is not activated, this coordination may occur via telephone conversations, conference calls, e-mail, face-to-face meetings, or a combination of the above.

When one or more locations are in need of extensive logistics capabilities, State Forward Operations Teams may be deployed to establish and maintain forward command posts and/or staging areas and/or a personnel processing center and/or temporary warehouses and/or other forward operating capabilities as devised by state agency leadership. All forward locations established for logistics purposes will maintain close communications with the EMD Chief of Operations or a designee.

## Annex E: Logistics

**Federal Interface**

The Logistics Annex, in conjunction with the Resource Management function (see Annex C), jointly correspond to federal Emergency Support Function 7, Resource Support and the federal Logistics Management Support Annex.

**Coordination with Non-Governmental Entities**

This function will coordinate with private-non-profits, volunteer organizations, business/industry, and other non-state-government entities as needed.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex E: Logistics

8. Initiate agency personnel notification and callback actions.

DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

1. Facilitate safe, orderly, and efficient movement of resources into affected areas, to include packing, loading, shipping, and unloading these resources.
2. Provide security for transportation of critical supplies and personnel (backup to DPS and other law enforcement).
3. Provide state facilities for emergency repair and fueling of response vehicles.
4. Provide emergency transportation air mission support.
5. Provide staging area management support.

EMERGENCY MANAGEMENT DIVISION

1. Coordinate the use of vehicles carrying personnel and/or equipment so that maximum efficiency is utilized (i.e., vehicles are fully loaded, etc., minimal duplication of effort or unnecessary trips, etc.).
2. In conjunction with the Department of Public Defense – Iowa National Guard, establish and manage staging areas; enlist the assistance of other state agencies as available and needed.
3. Advise the Department of General Services, as requested, on needs and specifications for warehouses, staging areas, and other facilities (see the Operational Overview section of Annex D, Finance and Administration).

BOARD OF REGENTS

1. Coordinate the emergency use of Board-of-Regents-controlled facilities for staging areas, supply storage locations, and other purposes in support of affected areas.
2. Provide for the emergency use of Board-of-Regents-controlled vehicles in support of emergency/disaster-related transportation needs.
3. Provide state facilities for emergency repair and fueling of response vehicles.

Annex E: Logistics

DEPARTMENT OF TRANSPORTATION

1. Provide state facilities for emergency repair and fueling of response vehicles.
2. Provide logistical support to demolition activities, in support of the Public Works function.

DEPARTMENT OF PUBLIC SAFETY

1. Maintain safe and orderly movement of citizens out of affected areas.
2. Provide limited air transportation mission support for search and rescue operations, to the extent that aircraft and pilots are available for this purpose.

DEPARTMENT OF GENERAL SERVICES

1. Arrange for resource storage/warehousing.
2. Coordinate the use of state facilities for emergency repair and fueling of response vehicles.

DEPARTMENT OF NATURAL RESOURCES

1. Ensure that logistics activities meet air, storm water, wastewater, and other environmental standards.
2. Through the Energy Bureau, provide advice and assistance with meeting fuel requirements and other transportation related energy needs resulting from state emergency/disaster-related operations.

DEPARTMENT OF ELDER AFFAIRS

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

CIVIL AIR PATROL

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

## Annex F: Transportation

**Responsible Agencies**

Primary: Department of Transportation

Support: Department of Natural Resources, Department of Public Safety, Emergency Management Division, Department of Public Defense – Iowa National Guard, Civil Air Patrol

**Significant Functional Interdependencies:** Law Enforcement; Research, Analysis, and Planning; Logistics.

**Introduction**

**Purpose:** To ensure the availability and satisfactory condition of the transportation infrastructure and capabilities required to support the response to an emergency or disaster.

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

1. Restoring and maintaining the primary road systems needed for the support of response activities during and immediately following an emergency or disaster.
2. Restoring and maintaining other public transportation systems needed for the support of response activities during and immediately following an emergency or disaster.
3. When necessary, assisting with the restoration and maintenance of nonpublic transportation systems, such as railroad and aviation, needed for the support of response activities during and immediately following an emergency or disaster.
4. Coordinating requests for transportation system repair and restoration assistance from local emergency response organizations, local governments, and state agencies.
5. Whenever practical, meeting the minimum transportation needs of the general public in emergency/disaster affected areas.
6. Gathering data for emergency response and for general public use about the effects of an emergency/disaster on transportation systems and associated infrastructure.
7. Tracking transportation system restoration activities on a statewide basis and regularly reporting progress to the Research, Analysis, and planning function.

## Annex F: Transportation

8. Restricting the use of transportation systems and associated infrastructure by the general public to facilitate emergency response activities.

**Planning Considerations****Situation**

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

**Assumptions**

1. Critical transportation infrastructure within the state will sustain damage, limiting access to the emergency/disaster area. Access will improve as routes are cleared and repaired or as detours are built.
2. The requirements for transportation capacity may exceed locally controlled or accessible assets, requiring assistance from the state and or federal government.
3. The movement of relief supplies may create congestion in the transportation network, requiring coordination at the state level.
4. Most vehicles involved in emergency/disaster response activities will use major highways or alternate roadways. Therefore, restoration of rail, air, water, and pipeline transportation will typically be assigned lower priority than over-the-road transportation. However, when services delivered through these other transportation modes fill a critical need, the priority assigned to restoration of those modes will be adjusted upward accordingly. Examples of such instances include pipelines providing gas or oil for heating and rail lines supplying coal for power plants.
5. Signs, signals, and other types of markers that facilitate safe traffic movement will be damaged; emergency signage and barricades will be needed for closing roads, marking detours, and conducting other transportation-related emergency/disaster activities.



## Annex F: Transportation

6. During and after an emergency or disaster, normal public and private modes of transportation will be inadequate to meet the needs of response efforts and the general public.
7. At the direction of the Governor, public transportation providers will make vehicles available for evacuation and emergency movement of resources.
8. Unauthorized/unessential traffic will attempt to enter and leave an emergency/disaster-affected area, possibly causing congestion that will block rescue and relief vehicles.

**Policies**

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

**Concept of Operations****Operational overview**

The Emergency Management Division (EMD) will receive all requests from state agencies and local governments for transportation-related assistance, and will work with DOT, and with other agencies when applicable, to evaluate, prioritize, and respond to these requests. The State Emergency Operations Center (SEOC) may be fully activated, partially activated, or not activated when this function is activated.

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

**Federal Interface**

The Transportation Annex corresponds to federal Emergency Support Function 1, Transportation.

The Federal Highway Administration (FHWA) and the Federal Motor Carrier Safety Administration (FMCSA) are part of the Transportation Desk Staff for the SEOC. One or both of these agencies will notify the Iowa DOT if federal Emergency Support Function 1 is activated.

## Annex F: Transportation

**Coordination with Non-Governmental Entities**

This function will coordinate with private-non-profits, volunteer organizations, business/industry, and other non-state-government entities as needed.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF TRANSPORTATION

1. Ensure major and alternative routes are open and available for use by incoming personnel and equipment and that route conditions allow for the safe movement of any vehicles authorized to use a particular route.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex F: Transportation

2. Waive restrictions, to the extent physically possible, concerning weight, height, and width of vehicles, as well as provisions concerning the hauling of hazardous materials, explosives, and other sensitive materials needed in the affected areas.
3. Provide reconnaissance of major transportation routes to determine conditions and report transportation related intelligence to SEOC, including status of: highways and roads, railroads, airports, and waterways (status examples for highways and roads: routes that are open unconditionally, routes that are closed, routes that have not yet been inspected, bridges that are open without restriction, bridges that are open with restrictions, bridges that are closed until replaced, bridges that have not yet been inspected, and bridges that have been visually inspected but require engineering tests to make further determinations).
4. Take emergency measures to restore public transportation infrastructure, including traffic signs, signals, and rest areas.
5. Support the emergency restoration of private transportation infrastructure when it is needed to support essential emergency response activities and when the responsible private sector entity is unable to achieve this restoration on its own in a timely manner. This support may be in the form of direct assistance (i.e., the Iowa DOT personnel, equipment, and supplies) or may be contracted for by the Iowa DOT.
6. Coordinate and implement emergency agreements between and among those with authority over transportation routes and modes (e.g., between a railroad and Iowa DOT).
7. Solicit and coordinate transportation industry support of emergency transportation requirements.
8. Provide for emergency-related marine and aviation safety and support.
9. Restrict airspace as needed through the Federal Aviation Administration.
10. Restrict commercial transportation on the Mississippi and Missouri Rivers as needed through the US Coast Guard and the US Army Corps of Engineers.
11. Coordinate with railroads to modify operations in support of emergency/disaster-related needs.

## Annex F: Transportation

12. Coordinate signage and barricades for implementing transportation coordination and control measures.
13. Coordinate with adjacent states to facilitate interstate movements and movement restrictions if the emergency or disaster involves more than one state.
14. Provide, erect, relocate, and maintain temporary road signs and/or temporary traffic control points on designated routes for the purposes of evacuation, quarantine, movement control, and other emergency-related measures.
15. Provide information on private and public transportation resources outside the state.
16. Provide motor vehicle enforcement officers to support State and local law enforcement agencies with traffic control.
17. Provide equipment and personnel to remove traffic impediments on State and Federal highways to be used as evacuation routes.
18. Coordinate mobilization of available civilian means of transportation to areas affected by an emergency or disaster, including over-the-road vehicles, rail, marine, airplanes, helicopters, and barges.
19. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel, equipment, and supplies into affected areas (backup to Department of Public Safety (DPS)).
20. Advise and assist the Department of General Services, as requested, with the acquisition of transportation equipment, supplies, and contractual services from the private sector (see Annex D, Finance and Administration under the Operational Overview section).
21. Install median barriers as needed to provide perimeter control around emergency/disaster sites, to secure critical facility sites by limiting vehicular access, or otherwise provide for control of traffic flow in support of disaster operations.

## DEPARTMENT OF NATURAL RESOURCES

1. Ensure that emergency transportation activities meet air, storm water, wastewater, and other environmental standards.

Annex F: Transportation

2. Through the Energy Bureau, provide advice and assistance with meeting fuel requirements and other transportation related energy needs resulting from state emergency/disaster-related operations.
3. Restrict recreational boating on the Mississippi and Missouri Rivers as needed.
4. Assist local law enforcement with controlling the flow of unauthorized, non-emergency personnel, equipment, and supplies into affected areas (backup to DPS).

DEPARTMENT OF PUBLIC SAFETY

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

EMERGENCY MANAGEMENT DIVISION

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

DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

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

CIVIL AIR PATROL

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

## Annex G: Public Works and Engineering

**Responsible Agencies**

Primary: Department of Transportation

Support: Department of Natural Resources, Emergency Management Division, Department of Commerce, Department of Inspections and Appeals, Department of Personnel, General Services, Department of Public Defense – Iowa National Guard

**Significant Functional Interdependencies:** Transportation, Logistics, Resource Management, Search and Rescue

**Introduction**

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

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

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

## Annex G: Public Works and Engineering

6. Emergency contracting to support public health and safety, such as providing potable water, ice, power, and/or temporary housing.

**Planning Considerations****Situation**

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

When response personnel or their families are affected they are often unable to perform their prescribed emergency duties.

Emergency/disaster consequences result in shortages of critical resources available to meet response requirements.

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

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

**Assumptions**

1. Assistance from the State may be needed by local jurisdictions to:
  - a) Clear debris;
  - b) Perform disaster assessment;
  - c) Conduct structural evaluations;
  - d) Make emergency repairs to essential public facilities;
  - e) Reduce hazards by stabilizing or removing structures;

## Annex G: Public Works and Engineering

- f) Provide emergency water and to ensure safe food for human health needs and fire fighting.
2. Access to incident areas will be dependent upon reestablishment of emergency routes. In many locations debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.
3. Rapid assessment of the area affected by the emergency or disaster will be required to determine potential workload.
4. Emergency environmental waivers, legal clearances, "Rights-of-Entry" (on private property) and hold harmless agreements will be needed for disposal of material from debris clearance activities.
5. Construction equipment and supplies, along with significant numbers of corresponding personnel with engineering and construction skills, will be required to assist in the response and recovery from the emergency or disaster. (Note that this plan addresses the coordination of response activities only. See the Iowa Emergency Recovery Plan for information on emergency/disaster recovery-related topics.)
6. Emergency/disaster-related engineering services required in addition to state and local capabilities will be secured through contracts with private organizations or through prearranged agreements with other governmental organizations.
7. Local governments may have prearranged agreements or contracts in place for debris removal and disposal.
8. Local governments are normally responsible for the operation of local sewage and waste disposal systems in accordance with State standards. Reports and/or requests for emergency/disaster assistance are made through the nearest Department of Natural Resources (DNR) Field Office.
9. Local governments maintain a capability to monitor and react to local air and water contamination to ensure readings are compatible with public health standards and requirements.

**Policies**

1. Each State agency will be responsible for identifying, and then ensuring the removal of, debris from state property and waterways under its general authority (e.g., DNR for State Parks



## Annex G: Public Works and Engineering

and Forests, Department of General Services for the Capital Complex).

2. Each Agency will be responsible for ensuring the safety of its employees and the protection of State property during debris removal operations.
3. State agencies will not remove debris from private property without a properly executed "Right-of-Entry" and hold harmless agreement and approval from the Office of the Governor.
4. All State agencies with engineering capabilities will provide technical assistance in emergencies as directed.

### **Concept of Operations**

#### **Operational Overview**

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

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

The SEOC may be fully activated, partially activated, or not activated when this function is activated.

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

Implementation of the Public Works and Engineering function by state government is organized into six sub-functions. The sub-functions and the associated lead state agencies are identified in the table below.

## Annex G: Public Works and Engineering

<b>Sub-function</b>	<b>Category</b>
Disaster Assessment	Emergency Management Division
Debris Removal	Department of Transportation
Engineering and Technical Services	Department of Transportation, Department of Commerce-Utilities Division, and Department of Natural Resources
Water and Waste Water Treatment	Department of Natural Resources
Air Quality and Solid Waste Disposal	Department of Natural Resources
Safe Food	Department of Inspection and Appeals

### **Federal Interface**

The public works and engineering annex corresponds to Federal Emergency Support Function (ESF) 3, Public Works and Engineering.

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

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

The Department of Defense (DOD) has designated the United States Army Corps of Engineers (USACE) as the primary agency for Emergency Support Function 3 - Public Works and Engineering.

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

### **Coordination with non-governmental entities**

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

## Annex G: Public Works and Engineering

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

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Initial response actions:
  - a) Initiate agency personnel notification and recall actions.
  - b) Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by situation.
  - c) Alert field personnel to prepare for response activities.
  - d) Coordinate with EMD to inventory available personnel, equipment, and supplies.
  - e) Establish priorities and develop plans for mobilization resources (see Annex A: Direction, Control, and Coordination and Annex C: Resource Management).
  - f) Pre-position resources in a manner that maximizes efficiency.
  - g) If there is advance warning, remove endangered resources to a safe location.
2. Continuing response actions:
  - a) Provide personnel for disaster assessment.
  - b) Reassess priorities to ensure that critical requests are addressed.
  - c) Track resources used and re-allocate as directed by the appropriate lead agency.
  - d) Once the threat to life, safety, and property has passed, begin a transition to public works and engineering activities associated with disaster recovery (see Iowa Emergency Recovery Plan).

## Annex G: Public Works and Engineering

3. General response actions:
  - a) Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
  - b) Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
  - c) Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
  - d) Attend emergency/disaster-related briefings and/or training sessions.
  - e) Coordinate activities with other participant agencies as needed.
  - f) Maintain logs of activities, messages, etc.

## DEPARTMENT OF NATURAL RESOURCES

1. In cooperation with local officials, coordinate the resolution of emergency/disaster-related solid waste disposal problems, including the establishment of temporary debris staging areas.
2. Assist with wastewater treatment plant damage assessment and restoration.
3. Provide information, guidance, and instructions concerning standards for emergency wastewater treatment problems
4. Assist in water supply damage assessment and restoration.
5. Provide technical assistance as required in public water supply concerns and emergencies.
6. Evaluate water quality when public water supplies are threatened by contamination resulting from damage to wastewater treatment plants.

## Annex G: Public Works and Engineering

7. Coordinate the response to air and water quality problems resulting directly from emergency/disaster event consequences or indirectly from response activities or other related causes.
8. Provide assistance, information, and guidance for emergency disposal of materials that adversely affect air quality.
9. Assist local governments with evaluating the effects of chemical spills or releases that adversely affect the environment (see Annex O: Hazardous Materials Incident Response).
10. Interpret and enforce environmental regulations in a manner appropriate to the emergency/disaster situation.

## DEPARTMENT OF TRANSPORTATION

1. Coordinate debris removal during and after an emergency or disaster, as requested by various entities through EMD.
2. When the Governor orders debris removal from private property, select and designate pick-up points on the right-of-way of public roads and streets to collect emergency/disaster-related debris removed from private property.
3. Upon approval by the Governor, provide coordination for debris removal off of right-of-ways when the debris poses an immediate threat to health and safety. Before this can occur, the property owner must agree, in writing, to hold the state harmless for all operations in the removal of debris off of right-of-ways.
4. Provide assistance in clearing wreckage from public property and waterways after an emergency or disaster.
5. Provide consultation and appropriate engineering evaluations as necessitated by damage and emergency closings to state highway systems, which include roadways, bridges, signs, and traffic signals.
6. Supply heavy equipment and associated personnel in support of emergency/disaster-related public works and engineering activities as directed, or as deemed necessary by the department to support its assignments.
7. Install median barriers as needed to provide perimeter control around emergency/disaster sites or to secure critical facility sites by limiting vehicular access.

## Annex G: Public Works and Engineering

8. Arrange for contractors and material suppliers to provide heavy equipment and materials not immediately available to the department, using predeveloped lists when they are available and appropriate.

## EMERGENCY MANAGEMENT DIVISION

1. Serves as lead agency to plan, administer, and coordinate disaster assessments throughout the state.
2. Gather, compile, and submit as appropriate, disaster/needs assessment data as directed or as the situation may require (see Annex B: Research, Analysis, and Planning).
3. Coordinate the multiple-state-agency response to requests from emergency/disaster-affected jurisdictions requiring public works-related assistance, including:
  - a) Debris collection, removal, and reduction;
  - b) Engineering technical services support;
  - c) Sewage and waste disposal facility repairs;
  - d) Air and water quality evaluation and support;
  - e) Food safety inspection;
  - f) Restoration of public utilities services;
  - g) Repair of water and wastewater treatment facilities.
4. Direct resources and prioritize needs associated with the public works and engineering function (see Annex C: Resource Management).
5. Serve as the primary point-of-contact for local government requests for assistance.
6. With the assistance of the Iowa DOT, DNR, and the Department of Commerce, Utilities Division, coordinate the use of available state engineers and other special-purpose personnel for disaster assessments, surveys, overviews, and report-creation during an emergency/disaster response (see the Iowa Emergency Recovery Plan for information about completion of project applications for federal assistance and other recovery-related activities).

Annex G: Public Works and Engineering

DEPARTMENT OF COMMERCE

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

DEPARTMENT OF INSPECTION AND APPEALS

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

DEPARTMENT OF PERSONNEL

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

DEPARTMENT OF GENERAL SERVICES

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

DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

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

## Annex H: Communication and Warning Systems

**Responsible Agencies**

Primary: Emergency Management Division  
Support: Department of Public Safety, Department of Natural Resources,  
Department of Transportation, Iowa Communications Network,  
Department of Public Defense - National Guard

**Significant Functional Interdependencies:** Direction, Control, and Coordination; Research, Analysis, and Planning; Public Information

**Introduction****Purpose**

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

**Scope**

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

**Planning Considerations****Situation**

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

**Assumptions**

1. The State Emergency Operations Center (SEOC) will use normal telecommunications and warning systems and procedures whenever possible. When situations warrant, alternate emergency telecommunications and warning procedures may be necessary.
2. Various types of telecommunication and warning systems may be utilized in the event of an emergency/disaster, including but not limited to the Emergency Alert System (EAS) via the news



## Annex H: Communication and Warning Systems

media; the National Warning System (NAWAS), the National Oceanographic and Atmospheric Iowa Administration Weather Radio (NWR), the National Weather Wire Service (NWWS), Radio Amateur Civil Emergency Service (RACES), Amateur Radio Emergency Services (ARES), the Federal Emergency Management Agency National Radio System (FNARS), the Iowa Communications Network (ICN), Iowa Online Warrants and Articles (IOWA) System, and the Government Emergency Telephone System (GETS).

3. Victims and potential victims will respond appropriately to emergency notifications and warnings provided to them through media outlets and other sources.

### **Policies**

1. State government, through the Governor's Office, is committed to supporting timely public notification and warning about emergency measures to be taken during and following the onset of disasters affecting the state.
2. All state agencies with emergency notification and warning responsibilities will implement appropriate notification mechanisms when conditions require them to do so. Some of the sources of the policies governing use of notification and warning systems are listed below (available upon request through the Emergency Management Division (EMD), Readiness and Response Bureau Chief).
3. State government emergency communication and warning activities will coordinate with the following whenever practicable:
  - a) GETS Policies;
  - b) ICN Procedures, Chapter 8D;
  - c) Iowa Code Chapter 29C; Iowa Code Chapter 693;
  - d) Federal Communications Commission (FCC) regulations;
  - e) IOWA System procedures;
  - f) Agreement for Transmission Of Messages on NOAA Weather Radio;
  - g) NOAA Weather Wire Service Systems Memorandum of Understanding;
  - h) The Iowa Statewide Emergency Alert System Plan.

### **Concept of Operations**

#### **Operational overview**

At the request of EMD, representatives from each of the support agencies will report to the SEOC. In general, EMD's role is to facilitate the management of combined agency efforts at the SEOC and in the field.

## Annex H: Communication and Warning Systems

With respect to the use of emergency communications systems, EMD will serve as the lead coordinating agency at the SEOC and for State Forward Operations Teams (see Annex A, Attachment 1 for more information on state forward operations). The EMD Chief of Operations will serve as advisor to the EMD administrator. EMD administrator will disseminate information to government officials and ultimately the public concerning a prediction or occurrence of natural, man-made, technological, conventional or nuclear war incidents which could result in loss of life, hardship and suffering, or extensive property damage.

**Federal Interface**

Mobile Emergency Response Support (MERS) teams are available to provide logistics, documentation, and communications support in the field. MERS team deployment is available as needed through the Federal Emergency Management Agency.

The Telecommunications and Warning Systems Annex in this plan corresponds to Federal Response Plan Emergency Support Function 2, Communications Annex.

The Federal Response Plan (FRP) states that the purpose of "Emergency Support Function #2 (ESF 2), Communications Annex, of the Federal Response Plan is to assure the provision of federal telecommunications support to federal, state and local response efforts following a Presidential declared emergency, major disaster, extraordinary situation and other emergencies under the federal plan. ESF #2 supplements the National Plan for Telecommunications Support in Non-Wartime Emergencies."

The FRP continues, "ESF #2 shall coordinate federal operations to support federal, state, and local telecommunications requirements. ESF #2 shall coordinate the establishment of required temporary telecommunications in the impacted area that has received a Presidential declaration. Support includes governmental furnished telecommunications, commercially leased communications and services provided under authority of federal law and regulations."

Based on previous experience, the National Weather Service can be expected to perform the following activities upon activation of this function and/or at the request of EMD:

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

## Annex H: Communication and Warning Systems

**Coordination with non-governmental entities**

Cellular providers may offer or be requested to provide cell phones, Cell on Wheels (COW) units, and other equipment. They will also be relied upon to provide telecommunications service restoration priorities and time estimates.

WHO-Radio 1040 AM serves as the primary source of EAS programming in Iowa including the initiation of warnings associated with activities and/or occurrences at nuclear power plants. Refer to the Iowa Statewide Emergency Alert System Plan for more information on the EAS (on file at EMD's offices at the Capitol Complex).

RACES has agreed to perform the following activities upon activation of this function:

1. Implement local, regional, or statewide RACES plan, as appropriate.
2. Provide telecommunications support to local and state government.
3. Provide telecommunications links to areas outside local area for transmission of critical information.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex H: Communication and Warning Systems

8. Initiate agency personnel notification and callback actions.
9. Maintain logs of warning activities.
10. Maintain the highest level of primary and backup video, data, and voice communications capabilities available for disaster response.

## EMERGENCY MANAGEMENT DIVISION

1. Implement and maintain redundant emergency telecommunications and warning capabilities between and among the SEOC and other critical information sources.
2. Seek approval to use and install telecommunication and warning systems for local areas in which field units operate.
3. Enhance compatibility between state government-operated telecommunications and warning systems and those of other governmental agencies and the private sector.
4. Assess impact of emergency on all primary and backup telecommunications and warning systems including radio, telephone, facsimile, video, and satellite capabilities to include the following:
  - a) Extent of damages;
  - b) Extent of outages;
  - c) Approximate length of time outages are expected to persist;
  - d) Any special resource needs;
  - e) Priority of restoration.
5. Determine the impact of the emergency on local emergency management telecommunications and warning systems to include the following:
  - a) Extent of damages;
  - b) Extent of outages;
  - c) Approximate length of time outages are expected to persist;
  - d) Any special resource needs.
6. With commercial telecommunications companies, assess the impact of the emergency on public telecommunications capabilities, including:
  - a) Extent of damages;
  - b) Extent of outages;
  - c) Approximate length of time outages are expected to persist;
  - d) Any special resource needs (where feasible, alternate routing through interface with ICN and private sector).
7. Provide telecommunication and warning system status information to the Direction and Control and Information and Planning functions, including estimates as to when down systems will be brought back on line.
8. Coordinate the repair and/or replacement of damaged state owned or operated telecommunications or warning equipment,

Annex H: Communication and Warning Systems

- making arrangements with the Finance and Administration and Resource Management functions as necessary.
9. Provide technical support, and backup systems when available, to local government and private sector users of emergency telecommunication and warning systems when these systems play a key part in a disaster response
  10. Employ telecommunication and warning systems for "staging area" coordination.
  11. Arrange for use of the ICN to conduct live video, data and voice conferencing.
  12. Identify alternate telecommunications and warning systems when established primary and backup systems have failed or when failure is likely.
  13. Coordinate the use of the EMS frequencies across the state.
  14. Disseminate warnings to state National Warning System (NAWAS) locations, local emergency management organizations, and others as necessary.
  15. Maintain a 24-hour primary warning point for the receipt of warning information.

DEPARTMENT OF PUBLIC SAFETY

1. Disseminate warnings to state NAWAS locations, local emergency management organizations, and others as necessary.
2. Disseminate information about highway conditions.
3. Maintain a 24-hour primary warning point for the receipt of warning information.

DEPARTMENT OF NATURAL RESOURCES

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

DEPARTMENT OF TRANSPORTATION

Compile and disseminate information about highway conditions.

IOWA COMMUNICATIONS NETWORK

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

DEPARTMENT OF PUBLIC DEFENSE - NATIONAL GUARD

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

Annex I: Public Information

**Responsible Agencies**

- Primary: Office of the Governor (often delegated to the Emergency Management Division)
- Support: Emergency Management Division (if not delegated to act as primary), all agencies actively engaged in the emergency/disaster response

**Significant Functional Interdependencies:** Research, Analysis, and Planning; Direction, Control, and Coordination; Communication and Warning Systems, Sheltering, Human Services

**Introduction**

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

**Scope**

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

1. A chronological account of what has occurred;
2. The immediate consequences of an incident, as well as the expected intermediate and long-term effects;
3. The status of response efforts;
4. Recommendations that individuals and families can follow;
5. Locations and entities to receive assistance with respect to the effects of the emergency or disaster, and the steps to be taken to obtain this assistance.

The various physical means for disseminating emergency information to the public is covered in the Annex H: Communication and Warning Systems.

Agency responsibilities for delivery of instructional materials associated with a specific emergency function are included in the "Response actions" section of the corresponding functional annex rather than in this annex. For example, in the Public Health Annex, the Iowa Department of Public Health is assigned the task of preparing information for distribution to the general public concerning potential problems associated with food produced or processed in areas affected by the emergency/disaster.

To the greatest extent possible, state and local public information activities should be coordinated in order to facilitate the delivery of a consistent, nonconflicting message to the media. This concept is often called "speaking with one voice."

## Planning Considerations

### Situation

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

### Assumptions

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

## Annex I: Public Information

**Policies**

1. State government, through the Governor's Office, is committed to keeping the general public informed of the appropriate emergency measures to be taken before, during, and after the onset of emergencies or disasters affecting the state. The focal point for gathering and disseminating information will be the Governor's office or the Emergency Management Division (EMD).
2. EMD will notify the Governor's Office when the division receives notification of a potential or actual emergency or disaster in Iowa.
3. All emergency/disaster-related releases of information from State Government to the media or directly to the public should be cleared through the Governor's Office or the EMD Administrator.
4. When activated, the SEOC will serve as the state's central coordinating facility for receiving and disseminating public information and conducting media briefings.
5. Before treating information as suitable for dissemination, state public information personnel will obtain verification through a second reliable source. Information from certain pre-established information sources, such as local emergency management agencies, will be treated as reliable without verification by second source.

**Concept of Operations****Operational overview**

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

Typically, initial notification to the state about a potential or actual emergency or disaster will be made to the EMD officer. This notification may come from a local emergency management agency or another state agency. The duty officer will notify the EMD Division Administrator and/or the EMD Chief of Operations if such notification is warranted by the magnitude of the event. Depending on the nature of the event that caused the emergency or disaster, the EMD duty officer



## Annex I: Public Information

1 Copies are located at the SEOC in Johnston, at the EMD Office in Des Moines, and with the on-call Duty Officer.

may be required to make certain other notifications, as set forth in the Emergency Management Division Duty Officer Book<sup>1</sup>. The EMD Division Administrator or Operations Officer will decide whether contact with the Governor's Office is necessary. The Governor's Office and/or EMD will assume responsibility for managing public information and media relations.

When the severity of an emergency or disaster warrants the issuance of an Emergency Proclamation by the Governor, the coordination of public information activities becomes the responsibility of state government. When federal involvement becomes necessary, including a Presidential Declaration, state-government public information activity is coordinated with federal activity by the Governor's Office and EMD.

The primary reporting location for the mobilized state agency public information officers will be at the SEOC. If another location is identified/required, that will be specified during notification.

The EMD Public Affairs Specialist has primary responsibility for emergency public information functions at the SEOC. State agency public information officers will be requested to fill support roles, if needed, including shift officers, rumor control, media escort, elected official liaison, community outreach liaison, etc.

The Governor may elect at any time to deploy one or more state agency public information officers to coordinate and disseminate public information for state government offices in the event of a potential or actual emergency or disaster.

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

1. Instructions to the public regarding personal safety actions, including restrictions placed on access to or activity within the affected area; evacuation; in-place sheltering;
2. A description of the event and of the extent of damage it inflicted in terms of deaths, serious injuries, and property damage;
3. A description of response actions taken by local, State and Federal governments;
4. A description of services and programs available to the affected citizens, to include steps required to receive the indicated services;

## Annex I: Public Information

5. Where the public can obtain reference and guidance materials for coping with the type of emergency or disaster and any secondary hazards affecting a jurisdiction.

Pre-scripted emergency information materials will be made available for use by the media when appropriate. Emergency public information materials for the visually impaired and non-English speaking groups will be provided based on need.

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

**Federal Interface**

The Public Information Annex corresponds most closely to the Public Affairs Support Annex of the Federal Response Plan.

EMD will send someone to represent the State of Iowa to a federal Joint Information Center (JIC) when one is established for an Iowa emergency or disaster. However, the State will make every effort to form a single JIC for all federal and state agencies, preferably at the SEOC. Multiple JIC's are not conducive to the concept of "speaking with one voice" and could cause or exacerbate confusion by disseminating conflicting information.

**Coordination with non-governmental entities**

These are covered under the EMD "Response Actions" described in this annex.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other

## Annex I: Public Information

- personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>2</sup> sessions.
  5. Coordinate activities with other participant agencies as needed.
  6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
  7. Maintain logs of activities, messages, etc.
  8. Initiate agency personnel notification and callback actions.

## OFFICE OF THE GOVERNOR

1. Assume overall responsibility for the content and timing of public information releases and for managing media relations.
2. Establish media briefing areas at the State Capitol, the Governor's residence, or other locations as needed.
3. Provide media briefings and press releases as needed.
4. Delegate public information and media relations responsibilities to EMD as desired.

## EMERGENCY MANAGEMENT DIVISION

1. Activate a media briefing area and rumor control center at the SEOC, and at one or more JICs, as necessary.
2. Make appropriate recommendations for news releases and briefings to the Governor and his staff.
3. Provide media briefings and press releases needed.
4. Coordinate with the federal public information function when the federal government becomes involved in responding to a potential or actual emergency or disaster affecting Iowa.
5. Maintain a current roster of state agency public information officers for notification of those that are required for emergency duty.
6. When appropriate, coordinate public information activities with nongovernmental entities, business, and industry. Activities may include establishing a contact person associated with the entity, information monitoring and sharing, and message and strategy development.
7. Coordinate with public information officials of local government entities responsible for areas affected by an emergency or disaster.
8. Maintain regular communications with all state agencies actively engaged in emergency/disaster response activities; coordinate with the Governor's office and other state agency public

---

<sup>2</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex I: Public Information

- information persons so that the content of information released is accurate and non-contradictory.
9. Notify all state agency Public Information Officers when a potential or actual emergency or disaster occurs.
  10. Maintain and update a Web site to provide information to the public and to the media.
  11. Provide emergency/disaster-area conditions, re-entry status, and reunification information to the communities, facilities, and shelter sites to which evacuees have been relocated.
  12. Provide information for dissemination through the media on reunification of people/families after an event occurs.
  13. Request use of the Emergency Alert System and the NOAA Weather Radio (NWR) system as needed (see Annex H: Communication and Warning Systems).
  14. Arrange for alternate means of communication to disseminate emergency public information when normal means of communication are diminished or cease to exist (see Annex H: Communication and Warning Systems).

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

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

## Annex J: Evacuation

**Responsible Agencies**

Primary: Emergency Management Division

Support: Office of the Governor, Department of Transportation,  
Department of Education, Department of Public Health,  
Department of Natural Resources,  
Department of Public Defense - Iowa National Guard,  
Department of Public Safety, Department of Elder Affairs

**Significant Functional Interdependencies:** Transportation, Logistics, Sheltering, Human Services, Law Enforcement, Communications and Warning Systems, Public Health, Dam Failure

**Introduction****Purpose**

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

**Scope**

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

1. The majority of all evacuation activity in Iowa will be initiated and managed at the local level. The state will support this type of activity when requested to do so by local authorities and when local resources, including mutual aid, have been overwhelmed.
2. The Governor of the State of Iowa has direct authority to initiate and direct evacuations under Code of Iowa Section 29C.6, Subsections 13-16, as described below:
  - a) Direct the evacuation of all or part of the population from any stricken or threatened area within the state if the governor deems this action necessary for the preservation of life or other disaster response objectives.
  - b) Prescribe routes, modes of transportation, and destinations in connection with evacuation.
  - c) Control ingress and egress to and from the area around an emergency or disaster, the movement of persons within the area, and the occupancy of premises in such area.
3. The Department of Public Health (DPH), with the consent of the Governor, may for investigative purposes close, evacuate, or cause to decontaminate those facilities that the department suspects may endanger the public health.
4. DPH may order a person having an active communicable disease, or with a substantial likelihood of having such a

## Annex J: Evacuation

disease, removed to and/or detained in a hospital if there is a substantial likelihood that the person may transmit the disease to others. (For information on the legal authority to do this, see the Administrative Rules implementing Chapter 139A of the Code of Iowa, specifically 641 IAC 1.9(4).)

5. Entire or partial evacuation of the Capitol Complex is not addressed in this plan. For information on Capitol Complex evacuation refer to the Capitol Complex Emergency Plan, on file at the Iowa Emergency Management Division (EMD) Offices in the Hoover State Office Building, Level A. The Department of Public Safety (DPS) has the lead role in implementing the Capitol Complex Emergency Plan.

## Planning Considerations

### Situation

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

### Assumptions

1. Local government will maintain plans, procedures, interagency agreements, and inter-jurisdictional agreements that support safe, orderly, and effective evacuations.
2. Jurisdictions vulnerable to unusual and/or high-risk hazards, such as a dam failure or a large-magnitude chemical release, have supplemented their evacuation plans, procedures, training, and/or equipment to adequately address the potential consequences of these hazards.
3. Industrial sites, large office buildings/office complexes, stadiums/arenas/auditoriums, schools/colleges/universities, and other structures containing large numbers of people in a relatively small area have developed plans that allow for the safe and rapid evacuation of people.
4. Evacuations will be costly in terms of lost business revenues, lost work time, possible response agency overtime, and other associated costs.
5. Evacuated areas will be subject to looting and vandalism if not properly secured.

## Annex J: Evacuation

6. A poorly executed evacuation in a densely populated area can result in serious congestion of evacuees, which in turn may result in panic, injuries and/or deaths.

**Policy**

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

**Concept of Operations****Operational overview**

The support activities of agencies with evacuation-related responsibilities as defined in this annex will be coordinated through EMD, whether the evacuation is initiated by the Governor's office or by local authorities.

**Federal Interface**

Evacuations resulting from potential, imminent, or actual failure of a US Army Corps of Engineers Dam will be coordinated with that agency (see Annex M: Dam Failure Emergency Response).

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.

## Annex J: Evacuation

4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc. Initiate agency personnel notification and callback actions.

## OFFICE OF THE GOVERNOR

1. Order a state-initiated evacuation under Code of Iowa Section 29C.6, Subsections 13-16.
2. Evaluate and then either approve or disapprove recommendations from the Department of Public Health to close, evacuate, or cause to decontaminate facilities that the department suspects may endanger the public health.

## EMERGENCY MANAGEMENT DIVISION

1. Implement an evacuation order from the Governor's Office.
2. Advise the Governor's Office about when it may be prudent to consider implementing a state-initiated evacuation under Code of Iowa Section 29C.6, Subsections 13-16.
3. Identify, deploy, coordinate, and track state resources used to implement evacuations initiated by the State or when the State is requested to support locally initiated evacuations.
4. Provide evacuation-related technical assistance to local jurisdictions through the county emergency management agency network; arrange for such assistance from other state agencies.

## DEPARTMENT OF TRANSPORTATION

1. Provide, erect, relocate, and maintain evacuation road signs and/or temporary traffic control points on designated routes.
2. Provide equipment and personnel to remove traffic impediments on State and Federal highways to be used as evacuation routes.
3. Backup and assist the Department of Public Safety with traffic control and security during evacuations.

## DEPARTMENT OF EDUCATION

1. Distribute evacuation-related notifications to schools through the Area Education Association network.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.



Annex J: Evacuation

2. Serve as a point of contact for requesting assets from school systems, such as school buses, to support large-scale and/or multi-jurisdictional evacuation operations. Note that in smaller operation involving a single jurisdiction, local officials will often coordinate directly with school systems.

DEPARTMENT OF PUBLIC HEALTH

1. Pursuant to state statute and administrative rules, close, evacuate, or cause to decontaminate facilities that the department suspects may endanger the public health.
2. Pursuant to state statute and administrative rules, cause to isolate and/or quarantine people having an active communicable disease, or with a substantial likelihood of having such a disease.

DEPARTMENT OF NATURAL RESOURCES

1. Upon request, provide over-the-phone and on-site technical assistance to the incident commander and other local appointed or elected officials for evacuations triggered by potential, imminent, or actual hazardous chemical releases.
2. Backup and assist the Department of Public Safety with Assist with traffic control and security during evacuations.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

Provide personnel and equipment to support evacuation operations when directed to do so by the Direction, Control, and Coordination function. This assistance may include, but is not limited to:

1. Traffic control and/or security of evacuated areas (see Annex Q: Law Enforcement);
2. Transportation and/or staging of evacuees (see Annex E: Logistics and Annex F: Transportation).

DEPARTMENT OF PUBLIC SAFETY

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

DEPARTMENT OF ELDER AFFAIRS

Provide advice and technical assistance in support of evacuations involving frail elders and other special needs populations.

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

Some jurisdictions downstream from major dams within Iowa have dam failure warning and evacuation plans in place in progress. These are on file in the offices of EMD.

Annex K: Sheltering

**Responsible Agencies**

Primary: Department of Human Services

Support: American Red Cross, Department of Public Defense - Iowa National Guard, Emergency Management Division, Department of General Services, Department of Inspections and Appeals, Department of Public Health, Radio Amateur Emergency Service, Department of Public Safety, Department of Elder Affairs, Department of Education

**Significant Functional Interdependencies:** Evacuation, Human Services, Communication and Warning Systems, Transportation, Logistics, Public Information, Resource Management, Public Health, Mass Fatalities

**Introduction**

**Purpose:** To provide adequate shelter space for people who are displaced by the effects of an emergency or disaster or are seeking protection from a hazardous condition that is likely to occur, imminent, or actually occurring.

**Scope**

This function:

1. Is activated when the local ability to shelter is overwhelmed or when local shelters are destroyed or otherwise rendered unusable as a result of an emergency or disaster.
2. Is limited to coordinating the use of pre-identified shelter sites, identifying and establishing suitable temporary shelters in facilities not previously identified, and the construction of new temporary shelter facilities. Mass care and feeding activities that take place within shelters, once they have been established, are coordinated through the Human Services function (see Annex L).
3. Covers the immediate sheltering needs for displaced emergency/disaster victims and sheltering for those seeking short-term protection from an imminent or likely to occur hazardous condition. Sheltering for longer periods of time and the provision of temporary housing is addressed in the Iowa Emergency Recovery Plan.

## Planning Considerations

### Situations

#### Situation 1: Sheltering For Displaced Emergency/Disaster Victims

Many natural and human-caused emergencies/disasters have the potential to destroy or cause major damage to the homes of persons living in the affected area(s), creating the need for an adequate number of shelters that are accessible, safe, and reasonably comfortable. Local sheltering capabilities may quickly become overwhelmed, requiring the use of state-owned facilities and other state resources to satisfy unmet shelter needs. Displaced victims who are housed at emergency shelters will require food, water, emergency first aid, and other mass care services. Provision of these commodities and services is coordinated through the Human Services function (see Annex L).

#### Situation 2: Sheltering for Evacuees Seeking Protection from Imminent or Likely-to-Occur Hazardous Conditions

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

### Assumptions

1. The identification, activation and operation of public shelters in response to an emergency or disaster is primarily the responsibility of local officials working in conjunction with their local ARC Chapters.
2. Local officials will inform the State Emergency Operations Center (SEOC) through the appropriate County Emergency Management Coordinator of the names of all facilities activated for use as shelters, the number of persons sheltered, and the times at which individual shelters cease operations.
3. Many of the facilities designated as shelters prior to an emergency or disaster may be destroyed or rendered inoperable

## Annex K: Sheltering

by the emergency/disaster itself, thereby necessitating additional measures to house and care for victims.

4. Utility, water, and sewer systems may not be available at shelters for several days following an emergency or disaster, creating a need for alternative arrangements to maintain a healthy living environment for the victims.
5. Emergency relief supplies, such as tents, food, and potable water, may not be available for several days following an emergency or disaster.
6. ARC workers and other shelter workers in areas affected by an emergency or disaster may not be able to report for assignments.
7. The arrival of emergency response personnel to provide medical care for the victims and the spontaneous appearance of volunteers may place additional burdens on the shelter system.
8. The public will be notified when to evacuate and to what location.
9. Adequate provisions will be made for the care of pets.

**Policies**

1. Maximum use of local sheltering capabilities and shelter construction resources should occur before requesting assistance from the state.
2. Facilities designated as shelters will receive priority consideration for structural inspections to ensure safety of occupants.
3. A reasonable attempt must be made to equip shelter sites with accommodations for individuals with special needs, especially those:
  - a) With physical and/or mental disabilities;
  - b) With life-threatening medical conditions;
  - c) Requiring crisis counseling.

## Concept of Operations

### Operational overview

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

### Federal Interface

The Sheltering Annex corresponds to Federal Emergency Support Function 6, Mass Care.

### Coordination with non-governmental entities

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

### Response actions (by responsible agency)

#### ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex K: Sheltering

4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

DEPARTMENT OF HUMAN SERVICES OR AMERICAN RED CROSS

1. Respond to requests for additional shelter capacity from local officials.
2. Provide information concerning status of shelters to Research, Analysis, and Planning function (see Annex B).
3. Determine suitability of shelters and make recommendations for relocation and/or modifications to current facility.
4. Implement shelter operations in accordance with ARC policy.
5. Request logistical support from state and national ARC elements as necessary.
6. Determine need for deployment of personnel from unaffected areas of the state and make arrangements to accomplish these tasks in a timely manner.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Deploy personnel to assist with security and logistical operations as requested.
2. Assist with security and logistical operations as requested.

EMERGENCY MANAGEMENT DIVISION

Coordinate with Public Information function staff to notify general public of shelter locations.

Annex K: Sheltering

DEPARTMENT OF GENERAL SERVICES

As part of the Finance and Administration function (see Annex D), and in compliance with standards provided by the SEOC, locate and procure shelter facilities. These may be either state-owned or their use secured through agreement with private sector or other non-state government entities.

DEPARTMENT OF INSPECTIONS AND APPEALS

Perform inspections at shelter locations to ensure safe and healthy practices and living conditions and compliance with state law and regulations.

DEPARTMENT OF PUBLIC HEALTH

Deploy personnel to perform health inspections of shelter operations to ensure safe and healthy practices at each facility and coordinate implementation of preventive measures and correction of deficiencies with local shelter managers.

RADIO AMATEUR CIVIL EMERGENCY SERVICE

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

DEPARTMENT OF PUBLIC SAFETY

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

DEPARTMENT OF ELDER AFFAIRS

Determine accessibility of shelters for the elderly with special needs.

DEPARTMENT OF EDUCATION

Provide alternate sites for the educational needs of those whose schools are being used as shelters.



## Annex L: Human Services

**Responsible Agencies**

Primary: Department of Human Services

Support: Department of Public Health, Department of Inspections and Appeals, Emergency Management Division, Department of Agriculture and Land Stewardship, Department of General Services, Department of Public Defense - Iowa National Guard, Department of Elder Affairs, American Red Cross

**Significant Functional Interdependencies:** Mass Fatalities, Medical Services, Finance and Administration, Transportation, Logistics, Public Works and Engineering, Resource Management, Evacuation, Sheltering, Public Information

**Introduction**

**Purpose:** To provide for the immediate emergency-related human needs of those displaced or otherwise materially affected by an emergency or disaster, including a catastrophic disaster.

**Scope**

1. The term "immediate human needs" includes, but is not limited to, food, water, shelter, counseling and other mental health services, basic first aid, and family reunification. Shelter establishment is addressed in Annex K, while many of the activities that will take place within shelters are addressed in this annex.
2. This function is activated when the local human services delivery capacity is inadequate to meet the immediate emergency-related human needs in the area because it has been diminished or overwhelmed as a result of an emergency or disaster.
3. This annex is limited to how the basic human needs of emergency/disaster victims will be met at the onset of an event and during the initial response. After this initial period, delivery of emergency/disaster-related human services will be treated as a recovery function and is addressed in a related annex located in the Iowa Emergency Recovery Plan.

**Planning Considerations****Situation**

Depending on factors such as location, demographics, speed of emergency/disaster onset, the time of occurrence, building construction in and around the incident site, and prevailing temperatures and other weather conditions, hundreds or thousands of

## Annex L: Human Services

emergency/disaster victims may be forced from their homes, some of whom may have special needs due to disabilities or other reasons. There may be large numbers of dead and injured.

**Assumptions**

1. Special needs population groups, including the blind, deaf, elderly, mobility-disabled, mentally disabled, and infants and children, will be partially or completely without the support network that they rely on under normal conditions.
2. Many emergency workers, medical and human services professionals, and others who normally would help during an emergency or disaster may be dead, injured, involved with family problems resulting from the emergency/disaster, or otherwise unable to reach their assigned posts.
3. The state, county, and municipal facilities that are normally part of the response to day-to-day and minor emergency human needs may be severely damaged or inaccessible.
4. Movement of supplies for meeting day-to-day and minor emergency human needs may be impeded or stopped altogether.
5. Following an emergency or disaster, many victims will have feelings of guilt (that they survived and others didn't), anger, frustration, etc., that must be dealt with effectively or the individuals affected may not deal with the situation appropriately.
6. State institutions that care for special needs/high risk individuals have prepared emergency response plans to protect the safety of those in their care and, if appropriate, have in place continuity of operations plans which provide self-sufficiency for a minimum of 72 hours, and often much longer.
7. Long-term care facilities in Iowa have prepared emergency response plans and/or policies and procedures to protect the safety of those in their care and, if appropriate, have a store of food and other supplies available sufficient to last for at least the first seven days after an emergency or disaster. Backup electrical power capabilities are in place at facilities with electric-power-reliant critical medical equipment.
8. Local units of Voluntary Organizations Active in Disaster (VOAD) will, to the maximum extent possible, provide immediate

## Annex L: Human Services

feeding, shelter, and emergency first aid services for at least the first 72 hours following the onset of an emergency or disaster.

9. Local VOAD units will remain in communication with and, whenever possible, coordinate activities with the Iowa Disaster Human Resources Council (IDHRC) representative at the State Emergency Operations Center (SEOC).
10. Although the exact numbers will vary with circumstances, approximately twenty percent of an affected population is expected to seek public shelter. Most will seek shelter from friends or relatives, and some will remain at or near their damaged homes.
11. A subset of those seeking public shelter immediately in the aftermath of an emergency or disaster will require shelter for an extended period of time.
12. Restoration of communications systems disrupted by damages or overloads may take days or weeks. Human services organizations will require alternate communications channels in order to function effectively.
13. Mass care facilities will be equipped with basic first aid supplies needed to respond to the emergency/disaster. In the absence of trained medical professionals, human services providers will be expected to deliver basic first aid to people in their care.
14. Some people may not seek shelter and/or other mass care services until their pets are cared for.
15. Identifying and addressing the needs of individuals with special requirements, such as life support equipment, will be given high priority in all mass care situations.

**Policies**

1. Shelters and other facilities in which mass care activities occur will receive priority consideration for structural inspections to ensure safety of occupants.
2. Mass care operations, logistical support requirements, and security considerations will be given high priority by state agencies.
3. Human services activities will be provided based on need and without regard to race, color, religion, national origin, age, sex, marital status, gender identity, sexual orientation, or mental or physical disability.

## Annex L: Human Services

4. Privacy for crisis counseling and family reunification services will be provided as part of mass care emergency operations.
5. Mass care operations will receive priority consideration for immediate emergency human needs such as food, water, and heat at the appropriate time of year.

**Concept of Operations****Operational overview**

The delivery of mass care services such feeding, sheltering (see Annex K: Sheltering) and providing emergency first aid to victims is, in most instances, initially coordinated by local government officials using local resources. These officials will request state government assistance when local resources become depleted or when their depletion is imminent. The American Red Cross (ARC) independently provides mass care services to victims as part of a broad program of disaster relief, as enacted by the U.S. Congress.<sup>1</sup> ARC will coordinate its emergency/disaster-related mass care activities with the State of Iowa through the Department of Human Services (DHS).

All requests made to state government for disaster mental health services are funneled to a designated contact at the DHS. See attachment 1 to this annex for more information on this topic.

**Federal Interface**

The Human Services Annex corresponds to Federal Emergency Support Function #6, Mass Care, and Federal Emergency Support Function #11, Food.

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

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

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

---

<sup>1</sup> The Federal Response Plan, April 1999, p. 6-1.

## Annex L: Human Services

2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>2</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF HUMAN SERVICES

1. Coordinate with ARC to perform emergency feeding and other mass care activities at shelter sites, staging areas, and/or in other identified areas. The Central Iowa Chapter is the lead chapter for coordinating ARC Disaster Services in Iowa.
2. Conduct and regularly update a disaster-wide assessment of immediate human needs and provide it to the SEOC, or other designated destination (see Annex B: Research, Analysis, and Planning).
3. Establish and implement a victim welfare inquiry process for use during and after the emergency/disaster.
4. Serve as the primary conduit for receiving requests made to state government for disaster mental health services.
5. Deploy crisis-counseling teams to shelters, hospitals, family assistance centers, and other appropriate sites in affected areas

---

<sup>2</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex L: Human Services

to assist with counseling victims and arrange for follow-up care as needed. Note that DHS does not have its own teams, but instead coordinates the activities of other agencies that do, including ARC and the Iowa Attorney General's Office. DHS may also create a crisis counseling capability using funding obtained through the federal Crisis Counseling Program.

6. Identify and obtain the services of Critical Incident Stress Management individuals and/or teams from outside of Iowa when capabilities within the state have been overwhelmed, or if it is likely that they will become overwhelmed. Deploy these individuals and/or teams to meet the immediate critical incident stress management needs of first responders and victims in affected areas.
7. Initiate the process of identifying and addressing the long-term mental health needs of victims and workers through the county central points of contact (see Iowa Emergency Recovery Plan).
8. Alert staff to watch for signs of mental health problems within the shelter community and provide in-house counseling or referral to area hospitals for counseling.
9. Arrange for deployment of counselors through the National Disaster Medical Services (NDMS) system if needs dictate such actions.
10. Coordinate the distribution of emergency relief supplies to victims following an emergency or disaster once these supplies have reached their intended distribution point. Note that the transportation of emergency relief supplies to distribution points is primarily accomplished through the Logistics function (see Annex E).
11. Determine feeding needs in affected areas and make arrangements with ARC and the Emergency Management Division (EMD) for procurement, storage, and distribution of food items for use in supporting emergency/disaster response requirements.
12. Take actions to set up and prepare to administer the Emergency Food Stamp program during recovery from the emergency/disaster (see Iowa Emergency Recovery Plan).
13. Coordinate with the Humane Society for the care of pets of victims.

## Annex L: Human Services

## DEPARTMENT OF PUBLIC HEALTH

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

## DEPARTMENT OF INSPECTIONS AND APPEALS

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

## EMERGENCY MANAGEMENT DIVISION

1. Serve as a central coordinating point for allocating and channeling needed state resources to locations providing mass care services (see Annex C: Resource Management, Annex D: Finance and Administration, and Annex E: Logistics).
2. Refer requests for disaster mental health services to the DHS Disaster Coordinator.

Annex L: Human Services

DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

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

DEPARTMENT OF GENERAL SERVICES

As part of the Finance and Administration function, arrange for food and water warehousing in support of mass-care operations (see Annex D: Finance and Administration).

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

Provide transportation and warehousing for food, water, and other mass care-related commodities when other means of providing these services have been exhausted (see Annex E: Logistics).

DEPARTMENT OF ELDER AFFAIRS

Coordinate with DHS, ARC and other supporting agencies for the needs of "frail elders" affected by the emergency or disaster.

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

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



Annex L: Human Services  
 Disaster Mental Health Services in Iowa  
 Attachment 1 to Annex L: Human Services

The Department of Human Services (DHS) is the lead agency for ensuring that state government meets its responsibilities to provide disaster mental health services in Iowa. DHS may draw upon a variety of resources to meet disaster mental health needs in Iowa, including Iowa Crisis Response Teams (ICRTs) through the Iowa Attorney General's Office, Immediate and Regular Services grants through the federal Crisis Counseling Program (CCP, funded by FEMA), and the Disaster Mental Health Services function of the American Red Cross (ARC). Iowa also has a well established Critical Incident Stress Management network, which coordinates its activities independently, and turns to state government for assistance only when its resources are exhausted. Information about these resources is provided below.

**IOWA CRISIS RESPONSE TEAMS** - Activated by the Crime Victim Assistance Unit of the Iowa Attorney General's Office, these teams provide services to individual emergency/disaster survivors, to neighborhoods and community groups, and to professionals, such as mental health workers. Team members are drawn from a pool of about 130, and include:

- |                           |                              |
|---------------------------|------------------------------|
| 1. Victim advocates;      | 4. Health care providers;    |
| 2. Mental health workers; | 5. Clergy;                   |
| 3. Child psychologists;   | 6. Law enforcement officers. |

The goal of ICRTs is to respond to communities within Iowa that have experienced a crime-related, human-caused, or natural disaster. An ICRT will respond only when invited by local authorities. The services include:

1. Assisting local caregivers to plan and implement immediate and long-range response strategies in the wake of an emergency/disaster.
2. Providing emotional and respite support to local caregivers.
3. Providing focused training on immediate crisis response and long-term stress reaction to trauma.
4. Providing group debriefing sessions to critical population groups with local caregivers.
5. Providing written materials on disaster assistance including handouts, training outlines, videos, and lists of resources.
6. Providing limited on-scene response where a local agency is coordinating the crisis response. This may include two or three team members for on-scene consultation, leadership, and training assistance.
7. Providing comprehensive on-scene response with a full ICRT, including materials and handouts, training and debriefing, and post-crisis recommendations.

The ICRT program is affiliated with, and is Iowa state government's primary link to, the National Organization for Victim Assistance (NOVA). NOVA is a private, nonprofit, 501(c)(3) organization of victim and witness assistance

Annex L: Human Services  
Disaster Mental Health Services in Iowa  
Attachment 1 to Annex L: Human Services

programs and practitioners, criminal justice agencies and professionals, mental health professionals, researchers, former victims and survivors, and others committed to the recognition and implementation of victim rights and services. NOVA's mission is to promote rights and services for victims of crime and crisis throughout the world.

**THE CRISIS COUNSELING PROGRAM (CCP)** - Funded by FEMA through the Robert T. Stafford Disaster Relief and Emergency Assistance Act, its full name is the Crisis Counseling Assistance and Training Program. CCP funding is only available during a "major" disaster (that is, when there is a Presidential Declaration as defined by the Act). CCP has two separate funding mechanisms:

1. Immediate Services Program (Must apply within 14 days of the declaration and can be used up to 60 days after the declaration date).
2. Regular Services Grants (Must apply within 60 days of the declaration and can be used up to nine months after the declaration date).

CCP funding pays for:

1. Direct interventions;
2. Crisis counseling to individuals and groups;
3. Educational activities;
4. Public information;
5. Disaster mental health consultation and training.

One drawback of this resource is that, since program funding is tied to a disaster, it has a limited duration and therefore is not a "standing" capability that can be brought to bear on short notice. Rather, the crisis counseling capabilities associated with this program must be recreated for each disaster.

**AMERICAN RED CROSS' DISASTER MENTAL HEALTH SERVICES (DMHS) FUNCTION**

- This functions provides emergency and preventive mental health-related services and secures resources to meet the mental health needs of people directly affected by a disaster, of staff providing disaster relief, and of the families of staff assigned to relief operations. Services provided include:

1. Education about stressors, their effects, and methods of coping with them;
2. Advocacy;
3. Crisis intervention;
4. Referral services for professional resources to meet mental health needs.

Annex L: Human Services  
Disaster Mental Health Services in Iowa  
Attachment 1 to Annex L: Human Services

**IOWA CRITICAL INCIDENT STRESS MANAGEMENT NETWORK** - Critical Incident Stress Management (CISM) is a specialized disaster mental health activity that is generally, but not exclusively, conducted for the benefit of emergency/ disaster response or relief workers. The focus is on having the affected individuals tell their stories, unload feelings, and then access and employ their existing set of coping skills. In Iowa, CISM is provided through a network of 14 teams distributed throughout the state on a regional basis. These teams respond directly to requests from within their respective regions. When a team becomes overwhelmed, it may request assistance directly from a neighboring team, or it may place a request to the Iowa Critical Incident Stress Management Network by calling 877.225.2476. The network will secure support from among the other teams around the state. Only when needs for CISM services have exceeded the capabilities of the entire network will jurisdictions turn to state government for assistance. This is accomplished through the local emergency management coordinator, who will contact the State Emergency Operations Center, if activated, or otherwise the Emergency Management Division (EMD). EMD will forward this request to the designated DHS Disaster Coordinator, who will then request trained CISM individuals or teams from other states.

Annex M: Dam Failure emergency Response

**Responsible Agencies**

Primary: Department of Natural Resources

Support: Emergency Management Division, Department of Transportation, Department of Public Safety, Department of Public Defense – Iowa National Guard

**Significant Functional Interdependencies:** Public Health; Mass Fatalities; Direction, Control, and Coordination; Communication and Warning Systems; Human Services; Evacuation; Sheltering

**Introduction**

**Purpose**

In the event of a potential, imminent, or actual dam structure incident, this function will—

1. Coordinate agency interaction within state government, and between state government and local and/or federal partners;
2. Directly provide, or obtain from other sources, technical assistance and/or assistance with performing dam-failure-related warning and/or evacuation activities, when requested and if appropriate.

**Scope**

This function:

1. Is activated when there is a threat to water control structures for which the state is directly responsible and also those under the authority of the federal government. May also be activated for non-state or federal structures upon request from local authorities.
2. Is to be coordinated with those responsible local, state and federal entities that possess the technical knowledge to assist in the analysis of data and determine the level threat.
3. Addresses potential scenarios for the multitude of dams in the state of Iowa, and thus provides a basis for determining those agencies at the local, state and federal levels that can best respond to threatened structures.

## Planning Considerations

### Situation

Dams are categorized according to the downstream consequences of a failure. There are three categories:

1. High Hazard Dam – The structure is located in an area where failure may create a serious threat to human life or result in serious damage to residential, industrial or commercial areas, important public utilities, public buildings, or major transportation facilities.
2. Moderate or Significant Hazard Dams – The structure is located in an area where failure may damage isolated homes or cabins, industrial or commercial buildings, or moderately traveled roads or railroads, or interrupt major utility services, but without a substantial threat to human life.
3. Low Hazard Dams – The structure is located in an area where damages from a failure would be limited to loss of the dam, loss of livestock, damages to farm outbuildings, agricultural lands, and lesser used roads, and where loss of human life is considered unlikely.

Most dams in Iowa are earth embankment dams with uncontrolled spillways and are considered self-operational. Dams with uncontrolled spillways generally have no readily available means to manipulate the water level in the impoundment.

### Assumptions

1. Dams can fail by several different means. Three general failure models include:
  - a) Natural disaster-related failure, such as when the dam is overtopped by floodwater, which creates a breach through the embankment.
  - b) Intrinsic structural failure, (including foundation problems) either under sunny day circumstances or during high reservoir levels.
  - c) Failure resulting from an act of terrorism or sabotage.
2. Dam failure-related floods can cause damage to residential, commercial and industrial structures, to public roads, railroads and

## Annex M: Dam Failure emergency Response

bridges, to utilities such as power and communication lines and buried pipelines, and flood protection works.

3. A dam failure-related flood can cause the failure of other downstream dams.
4. Beyond the damages caused by the initial dam failure, other immediate problems could result, including the loss of future flood control that the structure originally provided and the loss of municipal, industrial, and fire protection water supply.
5. Access to many of the dam sites may be by crude roads. Weather conditions and damages created by a dam failure could limit access to the site to all terrain vehicles (ATV's) or other four-wheel drive vehicles.
6. Local downstream jurisdictions will have locally developed response plans in place to address monitoring, warning, and potential evacuation needs, should a dam failure occur.
7. Pre-established relationships with site owners, inspection agencies and local governments will be cultivated to assure prompt, accurate information transfer.
8. Commercial interests may experience disruption as a consequence of a dam failure or other dam-related emergency.

**Policies**

1. The state of Iowa will coordinate closely with Federal agencies to assure prompt, accurate facility information for federally owned dam sites, in the event of a failure or the threat of a failure.
2. The state will make every attempt to acquire technical information on threatened dam sites and pass it along to all entities with a need to know. This will be done in an expedient manner to assist all levels of government with the task of informing threatened citizens and commercial concerns.
3. The Department of Natural Resources (DNR) is the primary agency responsible for the natural and structural failure modes.
4. When terrorism/sabotage failure mode is the method of concern:
  - a) The Department of Public Safety (DPS) is the primary agency for Crisis management.

## Annex M: Dam Failure emergency Response

- b) DNR is the primary agency for Consequence management. See Annex V: Terrorism Incident Response for more information.

**Concept of Operations****Operational Overview**

Site ownership (e.g. private, local government or federal) of water storage sites (dams) determines primary responsibilities. Inspection of these sites lies within the authorities of the federal government for federal owned sites and with DNR for all others.

**Federal Interface**

The Emergency Management Division (EMD) will interface with the United States Army Corps of Engineers (USACE) for technical data when needed.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.

## Annex M: Dam Failure emergency Response

7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF NATURAL RESOURCES

1. Obtain pertinent US Army Corps of Engineers project-specific information on the structure at risk to gain a more detailed understanding of hazards at the dam site and downstream.
2. Contact the dam owner/operator when conditions exist that may have put a dam site into a state of heightened risk (e.g. reported damage to the structure or extraordinarily high water levels).
3. Make available any dam failure inundation maps; coordinate the production of such maps should an actual map not exist.
4. Determine if emergency measures can be taken to reduce the likelihood of failure or lessen the extent of floodwater coming from a failing dam; provide recommendations to the direction, control and coordination function (see Annex A).
5. Perform an on-site inspection during a dam-related emergency.
6. Assess the chances of a failed dam causing downstream "domino-effect" dam failures.

## EMERGENCY MANAGEMENT DIVISION

Work with local, state and federal government agencies to support response activities, including:

1. Warning the public (see Annex H: Communication and Warning Systems);
2. Conducting an evacuation (see Annex J: Evacuation);
3. Providing human services support such as sheltering and mass feeding to displaced (see Annex K: Sheltering and Annex L: Human Services).
4. Coordinate state logistical support to local authorities in response to a threatened or actual dam failure (see Annex E: Logistics).

---

1 "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.



Annex M: Dam Failure emergency Response

DEPARTMENT OF TRANSPORTATION

1. To the extent practicable, maintain the primary road system in the area of the disaster.
2. Provide engineering, construction, and maintenance assistance for other road systems, if available or applicable and under a Governor's Disaster Proclamation and requested by EMD.
3. Secure assistance in the evacuation or assist in the evacuation of people from the disaster site with available transit system buses or other equipment. (See Annex E: Logistics and Annex F: Transportation).

DEPARTMENT OF PUBLIC SAFETY

1. Coordinate the deployment of State Patrol and other EMD resources in support of local and state government response activities.
2. Determine the need to establish a crime scene management function.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

Assist with security and logistical operations as authorized (See Annex E: Logistics and Annex Q: Law Enforcement).

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

The response strategy pursued and the lead agency designated will be determined in part by type of failure: natural, structural, or resulting from a terrorist act. For in the case of a natural or structural failure, DNR will be the lead agency. Failure resulting from terrorism/sabotage will result in a dual leadership role – DPS for Crisis Management and EMD for Consequence Management.

## Annex N: Fire Management

**Responsible Agencies:**

Primary: Department of Natural Resources (Forests and Prairies Division)  
Support: Department of Transportation, Department of Public Defense – Iowa National Guard, Emergency Management Division, Department of Public Safety (Fire Marshal's Office and State Patrol), Department of Public Health

**Significant Functional Interdependencies:** Transportation, Logistics, Communication and Warning Systems, Evacuation, Human Services, Public Health

**Introduction**

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

**Scope**

This function provides for:

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

**Planning Considerations****Situation**

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

Private land ownership controls between nearly 95% of the land in Iowa. Since the late 1980's, Iowa's private lands have been moving from a mosaic of farmland and natural areas to one with an increased suburban residential presence. This zone, where natural/agricultural areas meet human habitation, is known as the wildland/urban interface. This interface offers new challenges in dealing with how fire departments deal with wildland fire suppression issues. In the

## Annex N: Fire Management

wildland/urban interface, protecting high valued property over containing a wildland fire takes precedence. Initial analysis of the wildland/urban interface in Iowa shows that the lands within the (1) Loess Hills, (2) Driftless Zone of NE Iowa, and (3) public/private lands surrounding flood control reservoirs are at risk during extreme weather from wildland fire events. With over 1.8 million acres enrolled in the federal Conservation Reserve Program (CRP), Iowa is one of the leading states in the nation for federally-funded conversions of agricultural lands to permanent grass or tree vegetation. Many counties in the southern Iowa Drift Plain have thousands of acres in CRP with high fuel levels. This situation could contribute to significant wildland fire under extreme weather conditions.

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

**Assumptions**

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

**Policies**

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

**Concept of Operations****Operational overview**

Local incident commanders will conduct the initial situation assessment, provide scene management, and make resource needs determinations. If activated, a State Forward Operations Team will assist with these activities (see Annex A, Attachment 1: State Forward Operations Teams). When wildland fires occur on or have a reasonably high potential to affect state lands, the Department of Natural Resources (DNR) Division of Forests and Prairies will assist with coordinating these functions.

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

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

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

**Federal Interface and Interstate Coordination**

The Fire Management Annex corresponds to Federal Emergency Support Function #4, Firefighting.

When state and local firefighting capabilities have been overwhelmed, the DNR Forests and Prairies Division has a memorandum of understanding with the Missouri-Iowa Dispatch Center to serve as a

## Annex N: Fire Management

conduit for requesting and dispatching equipment and personnel in the case of emergency situations.

The DNR Forests and Prairies Division also has a memorandum of understanding with the corresponding agencies in Illinois, Indiana and Missouri to immediately provide wildland firefighting assistance upon request. This agreement is called the Big Rivers Forest Fire Management Compact. This can also be coordinated through the Missouri-Iowa Dispatch Center.

Missouri-Iowa Dispatch Center coordinates its dispatching through the Eastern Area Coordination Center (EACC) in Saint Paul, MN. EACC provides logistical support, resources, and intelligence for anticipated and ongoing wildland fire activity. EACC facilitates movement of resources (people, aircraft, ground equipment) among the Eastern Area member agencies and their individual units. EACC also monitors wildfire potential, weather, and wildland fire use within the Eastern Area, which contains twenty states.

The DNR Forests and Prairies Division is responsible for obtaining assistance through the above mechanisms. Disasters of a large magnitude may also require EMD to access assistance through the Emergency Management Assistance Compact (EMAC) and through the Federal Emergency Management Agency (FEMA).

To obtain federal assistance, the Governor, or the Governor's Authorized Representative (GAR), may submit a request for a fire management assistance declaration. The request must be submitted while the fire is burning uncontrolled and threatens such destruction as would constitute a major disaster. The request must be submitted to the FEMA Regional Director and should address the relevant criteria listed in federal regulations (44 CFR, Sec. 204.21), with supporting documentation that contains factual data and professional estimates on the fire or fire complex. To ensure that FEMA can process the request for a fire management assistance declaration as expeditiously as possible, personnel initiating the request should transmit it by telephone, promptly followed by written documentation.

FEMA will approve declarations for fire management assistance when the Associate Director determines that a fire or fire complex threatens such destruction as would constitute a major disaster.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

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

## Annex N: Fire Management

2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF NATURAL RESOURCES

## The Forests and Prairies Division will:

1. Supply personnel to coordinate technical assistance to major fires when state assistance is requested or required.
2. Maintain the Federal Excess Property Program (FEPP) database of equipment that is on loan to Iowa Fire Departments involved in wildland fire suppression through the U.S. Forest Service.
3. Provide access to wildland firefighting personnel, equipment and other resources through the Missouri-Iowa Interagency Dispatch Center when conditions are such that state and local resources have been overwhelmed.
4. Provide a liaison to coordinate with and request assistance from federal agencies through the Multi-Agency Coordination (MAC) group.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex N: Fire Management

5. Activate internal notification/recall of Forests and Prairies Division personnel statewide, as appropriate, to aid in meeting the demands imposed by the situation.
6. Maintain logs of activities, messages, etc. for use in applying for federal disaster assistance, and for use in after action reports following termination of the emergency.

## DEPARTMENT OF TRANSPORTATION

1. Provide equipment and personnel in support of fire suppression and management activities.
2. Gather information on the effects of smoke on roadway visibility and provide to the Research, Analysis, and Planning function (see Annex B).
3. Make recommendations regarding road closures to the Direction and Control function.
4. Provide personnel and equipment (signs and barricades) to close roads rendered unusable due to obstruction by heavy smoke.

## DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. At the direction of EMD, assists with the movement of resources to staging areas or into affected areas, coordinating with the Transportation and Logistics function and Law Enforcement function (for security) as needed.
2. Provide personnel for assistance in fire management activities.
3. Provide transportation (air or land) for firefighting crews.
4. Provide equipment for use in fire control operations.

## EMERGENCY MANAGEMENT DIVISION

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

Annex N: Fire Management

DEPARTMENT OF PUBLIC SAFETY

1. Fire Marshal's Office:
  - a) Maintain statistics concerning fire incidence during the emergency in affected areas.
  - b) Maintain database of fire departments, current Chiefs and contact p phone numbers.
2. State Patrol:
  - a) Provide assistance with the closure of roads rendered unusable due to obstruction by heavy smoke.
  - b) Provide coordination of evacuations.
  - c) Provide communications support for local governments and their fire service operations.

DEPARTMENT OF PUBLIC HEALTH

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



Annex O: Hazardous Materials Incident Response

**Responsible Agencies**

Primary: Department of Natural Resources

Support: Department of Transportation, Department of Public Defense – Iowa National Guard, Department of Agriculture and Land Stewardship, Department of Public Safety, Department of Public Health, Board of Regents, Department of Commerce, Emergency Management Division

**Significant Functional Interdependencies:** Information and Planning, Resource Management, Transportation, Logistics, Public Works and Engineering, Communication and Warning Systems, Public Information, Evacuation, Public Health

**Introduction**

**Purpose:** To prevent, abate, and control the exposure of the citizens of the state to hazardous conditions. (Iowa Code 455B.382.)

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

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

## Annex O: Hazardous Materials Incident Response

**Legal Definitions**

"Hazardous condition" means any situation involving the actual, imminent, or probable spillage, leakage, or release of a hazardous substance onto the land, into a water of the state, or into the atmosphere, which creates an immediate or potential danger to the public health or safety or the environment. [Iowa Code 455B.381(4)]

"Hazardous substance" means any substance or mixture of substances that presents a danger to the public health and safety and includes, but is not limited to, a substance that is toxic, corrosive, or flammable, or that is an irritant or that in confinement, generates pressure through decomposition, heat or other means.<sup>1</sup> The following are examples of substances which, in sufficient quantity, may be hazardous: acids; alkalis; explosives; fertilizers; heavy metals such as chromium, arsenic, mercury, lead and cadmium; industrial chemicals; paint thinners; paints; pesticides; petroleum products; poisons; radioactive materials; sludges; and organic solvents. "Hazardous substances" may include any hazardous waste identified or listed by the administrator of the United States environmental protection agency under the Solid Waste Disposal Act as amended by the Resource Conservation and Recovery Act of 1976, or any toxic pollutant listed under section 307 of the federal Water Pollution Control Act as amended to January 1, 1977, or any hazardous substance designated under section 311 of the federal Water Pollution Control Act as amended to January 1, 1977, or any hazardous material designated by the secretary of transportation under the Hazardous Materials Transportation Act (49CFR &172.101) [567 IAC 131].

**Planning Considerations:**

**Situation:** Some hazardous material incidents are of such great magnitude that local officials/resources are immediately or rapidly overwhelmed. There are a number of state and federal agencies that will have a legitimate interest in responding to the site and/or a need to keep apprised of events at the site. It is very important that channels of communication are established early in an incident and that responding agencies are integrated into the overall response effort in the field and with the Direction, Control, and Coordination function (see Annex A), whether or not that function has been established at the State Emergency Operations Center (SEOC).

---

<sup>1</sup> Throughout this plan, the terms "hazardous materials" and "hazmat" are used to denote the term "hazardous substance," as it is defined in this paragraph and in Iowa Code. This is to avoid confusion by maintaining consistency within the plan, as well as to conform to generally accepted usage within the state.

## Annex O: Hazardous Materials Incident Response

**Assumptions:**

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

## Annex O: Hazardous Materials Incident Response

**Policies:**

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

1. The Department of Public Health (DPH) is state government's lead agency for radiological and biological incidents, and also has responsibility/authority for protecting public during the response to incidents involving all other hazardous materials;
2. The state's response to hazardous materials incidents in which terrorism is suspected shall be coordinated by the Emergency Management Division (EMD) for "consequence management" activities and by the Department of Public Safety (DPS) for "crisis management" activities, as explained in Annex V: Terrorism Incident Response.

**Concept of Operations:****Operational overview**

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

**Federal Interface**

This annex corresponds to ESF 10 in the Federal Response Plan. DNR will coordinate with the US Environmental Protection Agency (EPA), the Coast Guard, and the Federal Emergency Management Agency, as necessary.

**Coordination with non-governmental entities**

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

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

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

Annex O: Hazardous Materials Incident Response

2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>2</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

DEPARTMENT OF NATURAL RESOURCES

1. Take action to prevent or minimize contamination of fish and wildlife resources, surface water, groundwater, soil, and the air.
2. Conduct investigations, collect samples and gather evidence within the confines of employee safety procedures to assist in evaluation or response to a hazardous materials incident.
3. Identify the responsible party in a hazardous materials spill/release, and establish civil and/or criminal liabilities and responsibilities related to and appropriate for the incident.

---

<sup>1</sup> Throughout this plan, the terms "hazardous materials" and "hazmat" are used to denote the term "hazardous substance," as it is defined in this paragraph and in Iowa Code. This is to avoid confusion by maintaining consistency within the plan, as well as to conform to generally accepted usage within the state.

<sup>2</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex O: Hazardous Materials Incident Response

4. Provide technical advice concerning the potential impact of a hazardous materials incident on the environment, fish and wildlife resources, and public health (in conjunction with DPH) and safety (in conjunction with EMD and DPS, including the potential impacts and expected duration of the incident).
5. Determine actual or potential contamination of public water supplies.
6. Utilize statutory authority to require cleanup, issue emergency orders, and, when necessary, identify funding available for cleanup activities (see Iowa Emergency Recovery Plan for more information on activities to be performed once the incident has been stabilized).
7. Provide technical advice regarding disposal of solid, liquid and hazardous waste generated during an incident.

IOWA DEPARTMENT OF TRANSPORTATION

1. Provide technical advice regarding the transportation of hazardous materials.
2. Assist in identification and containment of hazardous materials and restoration of the orderly flow of traffic.
3. Provide containment materials and supplies from DOT garages.
4. Restore contaminated highways and other transportation facilities.
5. Jointly, with the State Patrol and local officials, provide traffic control in support of evacuation and/or relocation activities.
6. Jointly, with the State Patrol and local officials, reroute traffic.
7. Jointly, with the State Patrol and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities or as directed by state officials.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Assist in the evacuation of threatened areas.
2. Assist local officials in caring for people from evacuated areas.
3. Assist in clearance of debris and rubble.

Annex O: Hazardous Materials Incident Response

4. Provide assistance with communications (see Annex H: Communication and Warning Systems).
5. Provide transportation of personnel, equipment and supplies and assist with distribution equipment and supplies (see Annex E: Logistics).
6. The Civil Support Team will:
  - a) Assess a suspected nuclear, biological, chemical, or radiological agent in support of a local incident commander;
  - b) Advise civilian responders regarding appropriate response actions.

DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

1. Provide technical assistance on fertilizer and pesticide incidents.
2. Advise state and local authorities on the regulations pertaining to contaminated grain, feed, seed, soil and animals.
3. Provide support actions such as sampling and testing food, fodder and soil.
4. Establish quarantines of contaminated food and fodder.
5. Provide technical assistance and information to farmers concerning the impact of environmental contamination of agricultural products.
6. Monitor environmental contamination of agricultural properties in conjunction with DNR.

DEPARTMENT OF PUBLIC SAFETY

1. Take all actions that are necessary and practicable to prevent harm or risk of harm to the public due to a hazardous materials incident, including identifying and preventing public access to hazardous areas.
2. Investigate hazardous materials incidents with unknown and/or suspicious causes.
3. State Patrol:

## Annex O: Hazardous Materials Incident Response

- a) Evaluate and report road conditions to the local incident commander, and to state officials through the Research, Analysis, and Planning function (see Annex B);
  - b) Jointly, with DOT and local officials, provide traffic control in support of evacuation and/or relocation;
  - c) Jointly, with DOT and local officials, reroute traffic;
  - d) Jointly, with DOT and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities or as directed by state officials.
  - e) Assist local authorities with maintaining law and order.
4. State Fire Marshall's Office:
- a) Provide technical advice and assistance for handling and disposal of explosives;
  - b) Provide technical advice on flammable or combustible materials involving storage, handling or use;
  - c) Provide assistance in identification of flammable and combustible material and advice in containment and cleanup operations.
  - d) State Patrol Communications will provide telecommunications support as requested by the SEOC, in support of the local incident commander and state and federal authorities.

## DEPARTMENT OF PUBLIC HEALTH

1. Provide recommendations to local officials, emergency medical services, hospitals and other response personnel regarding the triage and decontamination of contaminated people.
2. Provide state agency leadership and/or the incident commander with technical advice on public health risks created by a hazardous materials incident.
3. Assist in preparation of public information regarding the effects of a chemical release on human life, health, and safety.
4. Recommend protective actions that may be taken to decrease exposure to, and death or injury from, chemicals of concern.



Annex O: Hazardous Materials Incident Response

BOARD OF REGENTS

The University of Iowa Hygienic Laboratory will:

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

DEPARTMENT OF COMMERCE

The Utilities Division will:

1. Assess the impact of an incident to pipeline service and provide information to EMD;
2. Monitor the need for providing temporary or alternate service to the affected area in conjunction with the DNR Energy Bureau.

EMERGENCY MANAGEMENT DIVISION

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

**Special response considerations and/or resource requirements:**

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

## **Part 1 - Non Power Reactor Incidents**

### **Responsible Agencies**

Primary: Department of Public Health  
Support: Office of the Governor, Emergency Management Division,  
Department of Public Safety, Department of Public Defense -  
Iowa National Guard, Department of Transportation,  
Department of Natural Resources, Board of Regents,  
Department of Personnel, Iowa Workforce Development  
Department

**Significant Functional Interdependencies:** Resource Management, Transportation, Logistics, Communication and Warning Systems, Public Information, Hazardous Materials, Law Enforcement, Public Health, Medical Services

### **Introduction**

#### **Purpose**

To identify the means and methods needed for the response to incidents involving radioactive materials (RAM) such as spills, transportation accidents, fire and explosions, which are not power reactor incidents (see Part 2 of this Annex for information about the state's response to power reactor incidents).

#### **Scope**

This function provides guidance, information, and technical assistance to any individual, private company, or government agency that may be involved in the initial assessment of, response to, or remediation of any incident or emergency involving non-power reactor sources of radiation.

### **Planning Considerations**

#### **Situation**

A radiological emergency is any incident in which there is a loss of, loss of control over, or release of a radioactive material or another source of radiation. The severity of a given incident will govern the level of state response.

#### **Assumptions**

1. If federal assistance teams are activated, they may use federal fixed or mobile labs, as may state teams. Federal teams may also request the use of any state facility.

## Annex P: Radiological Emergency Response

2. The majority of non-power reactor incidents will involve a Department of Public Health (DPH) licensee, another Agreement State's licensee, or a U.S. Nuclear Regulatory Commission (NRC) licensee.
3. The majority of counties have developed a radiological response plan. This is typically the Radiological Annex to its countywide multi-hazard emergency operations plan.
4. To the extent possible, local governments will support the DPH Bureau of Radiological Health (BRH) in response and clean-up actions involving RAM incidents. However, local responders are generally not trained or equipped to safely perform decontamination or cleanup activities associated with a RAM incident. Therefore, local activities will usually consist of establishing and maintaining a safe and secure perimeter until properly trained and equipped personnel arrive at the incident scene.

**Policies**

1. Other state agencies receiving information on a RAM incident will provide this information to DPH BRH.
2. Public relations and/or media requests will be made through the Public Information Officer at the State Emergency Operations Center (SEOC), in coordination with the DPH BRH. In the event that the SEOC is not activated, the initial point of contact for such requests will be the Emergency Management Division (EMD), which will consult with DPH BRH as needed.
3. In coordination with the Department of Human Services, the American Red Cross (ARC) has the primary responsibility for providing mass care disaster services for those affected by a radiological emergency response. The Central Iowa Chapter is the lead ARC chapter for disaster services in the State of Iowa.
4. State and federal occupational safety and health (OSHA) regulations will be complied with throughout the response to a radiological emergency.

**Concept of Operations****Operational Overview**

The BRH Chief will execute DPH responsibilities associated with a radiological incident. Either EMD or the DPH BRH will receive the initial notification of a non-power-reactor radiological emergency. If EMD is

## Annex P: Radiological Emergency Response

notified first, it will immediately notify DPH BRH, and vice-versa. EMD and/or DPH BRH will then notify state agencies through normal processes as defined in the Nuclear/Radiological Materials section of the EMD Duty Officer Book. It is the responsibility of DPH BRH to make required notifications to federal and additional state agencies, as the situation may warrant.

**Federal Interface**

1. The Radiological Emergency Response Annex corresponds to Federal Emergency Response Function #11 - Hazardous Materials and to certain aspects of the Federal Radiological Emergency Response Plan.
2. Federal assistance directly related to radiological incident response (includes technical assistance): When requested by the Governor or by DPH BRH, assistance may be provided by federal agencies to provide backup field assistance and technical recommendations in incidents involving RAM. The NRC, U.S. Environmental Protection Agency (EPA), and/or the Department of Energy (DOE) will be notified and assistance requested as deemed appropriate by DPH BRH. This assistance could include the activation of the Federal Radiological Monitoring and Assessment Center (FRMAC).
3. Federal assistance for disaster support activities (does not include radiological technical assistance): When requested by the Governor or a designee (usually EMD), assistance may be provided by federal agencies to support a variety of response activities when state and local capabilities have been overwhelmed or if such an occurrence is likely.

**Coordination with Non-Governmental Entities*****SHIPPERS***

1. Shippers of RAM are responsible for complying with all applicable portions of Iowa's Radioactive Materials and Radiation Machine Rules (IRMRM), Chapter 136C of the Code of Iowa, in packaging, labeling marking, preparing RAM for transport, shipping papers, proper vehicle loading, etc.
2. Shippers are responsible for providing any information requested by DPH BRH in accordance with federal and state regulations about the transport of RAM if an incident occurs.
3. Shippers are responsible for assisting in clean-up operations resulting from any incident, as directed by DPH BRH.

**TRANSPORTERS**

1. Transporters are responsible for the handling, stowing, and placarding of RAM transport vehicles in accordance with federal and state regulations. Transporters are also responsible for notifying the DPH BRH immediately of all incidents involving RAM.
2. In the case of transportation incidents involving the RAM, the transporter must:
  - a) Provide immediate notification to DPH BRH using Notification Procedures for all non-power reactor RAM incidents;
  - b) Take appropriate action to isolate RAM to a specific area and restrict public access to that area;
  - c) Assist in clean-up operations.

**LICENSEES**

Licensees of DPH must take appropriate notification actions as mandated by IRMRM rules, and restrict access to all areas involving RAM spills, fires, etc.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.

## Annex P: Radiological Emergency Response

5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF PUBLIC HEALTH

BRH has lead responsibility for responding to all non-power reactor radiological emergencies in the State of Iowa. If such an emergency occurs, the Bureau will:

1. Assign its Chief, or a designee, to the SEOC when it is activated.
2. Deploy personnel to the incident site, as needed, to assist with first response activities and radiological monitoring of personnel, areas, and equipment.
3. Coordinate initial incident assessment and management activities with the first responders from the jurisdiction affected by the incident.
4. Identify the specific type of radiological agent released and perform plume and exposure modeling when feasible.
5. Once the agent has been identified and modeled, provide decision-makers with a description of the steps necessary to protect first responders and the general public from any significant hazards posed by the agent.
6. Request support from city, county, state and federal agencies, as necessary, based on input from DPH BRH personnel and/or from field teams from the University of Iowa Hygienic Laboratory, the University of Iowa, and/or Iowa State University.
7. Oversee overall conduct of investigations, surveys, and results reporting.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex P: Radiological Emergency Response

8. Supervise on-site operations unless the Bureau Chief, or a designee, determines that they are not needed.
9. Supervise all clean-up operations and verify findings, radiation readings, and other pertinent information obtained by on-site health physics personnel.
10. Account for all emergency responders entering and leaving the emergency/disaster site and record this information in a database. Maintain radiation exposure records as appropriate.
11. Coordinate with the following entities, as necessary to effectively respond to and mitigate the effects of non-power reactor incidents:
  - a) Other state agencies such as EMD, the Iowa State Patrol, and the Department of Transportation;
  - b) The University of Iowa Hygienics Laboratory and other regents institutions;
  - c) Federal agencies, such as the Environmental Protection Agency, the Department of Energy, and the NRC;
  - d) City and county agencies.
12. Conduct non-power reactor radiological emergency response incident investigations, in conjunction with local, state, and federal law enforcement agencies, as well as with other investigating agencies including the Federal Aviation Administration and the National Transportation Safety Board, as needed.

## EMERGENCY MANAGEMENT DIVISION

1. Coordinate requests for, receipt of, and distribution of resources in response to a radiological emergency. These resources include transportation and logistics capabilities, facilities, supplies, equipment, and personnel (see Annex E: Logistics and Annex F: Transportation).
2. Activate the SEOC and a state Forward Command Post (FCP), as needed or requested.
3. When deemed necessary, request, through the Governor and the Adjutant General of the State of Iowa, the deployment of the 71<sup>st</sup> Civil Support Team to respond to the emergency/disaster.

## Annex P: Radiological Emergency Response

4. Assist with the coordination of radiological monitoring of areas, personnel, and equipment.
5. Provide dosimeters and portable radiation detection equipment to state and local agencies that have emergency response assignments.
6. Coordinate requests for federal level assistance that are not directly related to a radiological response, including the FBI, FEMA, Disaster Mortuary Teams (DMORTs), the National Transportation Safety Board (NTSB), the Federal Aviation Administration (FAA), and the Department of Justice (DOJ). Note that the DPH BRH has primary responsibility for coordination with federal agencies directly related to radiological response (i.e., EPA, DOE, and NRC).

## DEPARTMENT OF PUBLIC SAFETY

1. Actions specific to Iowa State Patrol:
  - a) Evaluate and report road conditions to DOT and the local incident commander;
  - b) Jointly, with DOT and local officials, provide traffic control in support of evacuation and/or relocation;
  - c) Jointly, with DOT and local officials, reroute traffic;
  - d) Jointly, with DOT and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities;
  - e) Assist local authorities in maintenance of law and order.
2. Action specific to Iowa State Patrol Communications:

Provide telecommunications support as requested by the SEOC, in support of the local incident commander, state and federal authorities.
3. Actions specific to the State Fire Marshal's Office:
  - a) Provide technical advice and assistance for handling and disposal of explosives;
  - b) Provide technical advice on flammable or combustible materials involving storage, handling or use;



## Annex P: Radiological Emergency Response

Provide assistance in identification of flammable and combustible material and advice in containment and cleanup operations.

## DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

The 71<sup>st</sup> Civil Support Team-Weapons of Mass Destruction (CST-WMD) is the lead response element for the Department of Public Defense - Iowa National Guard in the event of a radiological emergency or disaster involving a weapon of mass destruction (WMD). This team can be utilized to support civil authorities in responding to WMD situations brought about by the use or dispersal of radioactive materials. The team may also be requested to respond to non-WMD radiological incidents of sufficient magnitude to justify their activation. The team may be requested to:

1. Assess damage;
2. Provide technical assistance with logistical decisions and medical, chemical, and biological defense considerations;
3. Communicate with higher authorities to facilitate the activation of military forces should they become necessary or requested.

## DEPARTMENT OF TRANSPORTATION

1. Utilizing specially trained Division of Motor Vehicle Enforcement (DOT MVE) personnel, respond to radiological transportation incidents, establish a perimeter, or safe zone, around the incident scene, and provide notification to the DPH BRH per DOT MVE training and/or standard operating procedures.
2. Jointly, with DPS and local officials, prevent unauthorized entry into contaminated areas as requested by local authorities.
3. Jointly, with DPS and local officials, provide traffic control in support of evacuation and/or relocation.
4. Jointly, with DPS and local officials, reroute traffic around contaminated areas.
5. Obtain/create signage and barricades to support evacuation and traffic control activities.

Annex P: Radiological Emergency Response

DEPARTMENT OF NATURAL RESOURCES

Assist in hazardous material operations at the emergency/disaster scene, as needed or requested by the DPH BRH or EMD.

BOARD OF REGENTS

Through the University of Iowa Hygienics Laboratory (Iowa City and/or Des Moines Branch) and/or the Iowa State University Department of Environmental Health and Safety, respond to requests from DPH BRH to assist field monitoring teams by analyzing field tests and/or samples.

IOWA DEPARTMENT OF PERSONNEL

Oversee state worker safety in a radiological emergency, with assistance from the Workforce Development Department's Division of Labor (IOSHA), as necessary.

IOWA WORKFORCE DEVELOPMENT DEPARTMENT

Through the department's Division of Labor (IOSHA), advise the Iowa Department of Personnel on state worker safety requirements applicable to a radiological emergency response.

## **Part 2 - Power Reactor Incidents**

### **Responsible Agencies:**

Primary: Department of Public Health  
Support: Office of the Governor, Emergency Management Division, Board of Regents, Department of Public Safety, Department Of Transportation, Department of Public Defense - Iowa National Guard, Department of Natural Resources, Department of Human Services, Board of Regents, Department of Agriculture and Land Stewardship, Department Of Corrections, Department of Elder Affairs, Civil Air Patrol

**Significant Functional Interdependencies:** Same as Part 1

### **Introduction**

**Purpose:** To provide state government technical support and resources to local government jurisdictions affected by an emergency or disaster involving a nuclear power reactor.

**Scope:** This plan section is a synopsis of a function covered in more detail in the Iowa Radiological Emergency Response Plan, hereafter referred to as the State RERP, which is utilized during the response to an incident involving nuclear power reactors.

### **Planning Considerations**

#### **Situation**

Federal guidelines require emergency planning for two areas surrounding nuclear power stations, with boundaries extending approximately 10 miles and 50 miles from the station to the edge of the respective planning areas. If radioactive release occurs at a nuclear power station, certain types of protective measures for the public may need to be taken in these areas, which are referred to as Emergency Planning Zones (EPZs). Within the 10- mile, or PEP EPZ (the Plume Exposure Pathway EPZ), the public may be exposed to radiation directly from the plume, from deposited material, or from the ingestion of contaminated food, water or milk. Beyond the 10 mile EPZ, exposure will be mainly from the ingestion of contaminated food, water, or milk.

Although there is only one nuclear power station physically located in the State of Iowa, the Duane Arnold Energy Center at Palo, there are four more that could affect Iowa residents. The Quad Cities Nuclear Station near Cordova, Illinois, and the Fort Calhoun Nuclear Power Station near Fort Calhoun, Nebraska, have PEP EPZs which include

## Annex P: Radiological Emergency Response

part of the State of Iowa. The Cooper Nuclear Station in Nebraska and the Byron Nuclear Station in Illinois have 50 mile EPZs, which include some Iowa counties.

**Assumptions**

1. The RERP addresses the state and federal agencies, quasi-government and private volunteer organizations responsible for responding to a nuclear power station emergency that could affect Iowa residents. The plan designates responsibilities and methods of implementation to allow agencies and organizations to fulfill their response roles.
2. The Plan describes various protective actions that may be taken if an emergency occurs at a nuclear power station. The Plan was prepared to conform to requirements and guidelines established by the Federal Emergency Management Agency (FEMA) in NUREG-0654, FEMA REP-1, Rev. 1; subsequent FEMA guidance memoranda; and other federal agency requirements.
3. Nuclear power stations have the responsibility to assess and classify an emergency into one of the four emergency classifications, to notify off-site authorities, and, when appropriate, to recommend protective actions. The State of Iowa then has the ultimate responsibility for recommending protective actions to local government authorities. The state will consider plant conditions as only one factor in the decision-making process. Other factors include: weather conditions, predictions for changes in the weather, highway conditions, state of readiness of response organizations, and the time of day or night.

**Policies**

1. The Governor of the State of Iowa will command the overall response to a nuclear power station emergency through the Adjutant General and the Administrator of the Emergency Management Division (EMD). State level operations will be coordinated through the State Emergency Operations Center (SEOC) in Johnston, Iowa.
2. The Iowa Department of Public Health (DPH) has the primary technical responsibility for determining the nature and extent of the impact on public health and safety posed by a radiological incident. This responsibility is carried out with the support of the University (State) Hygienic Laboratory (UHL) and other state and federal agencies.
3. The state will establish a Forward Command Post (FCP) in the near-site area of the affected station. State agency field personnel, performing emergency tasks in support of local

## Annex P: Radiological Emergency Response

government responders, will operate from the FCP under the general direction of the SEOC. The state agencies who may have emergency workers within the EPZ, depending on the scope and severity of the emergency are: the Department of Public Safety (State Patrol), the Department of Transportation (DOT), the Department of Natural Resources (DNR), and the Department of Public Defense – Iowa National Guard (IA NG). To further ensure close coordination of activities between the SEOC and the FCP, EMD, DOT, DNR, DPS, and IA NG may assign a liaison to the FCP.

4. The University Hygienic Laboratory (UHL), located at the University of Iowa's Oakdale Campus, has the overall responsibility for field monitoring, environmental sampling, and initial incident assessment functions, in coordination with and reporting to DPH. The University Hygienic Laboratory (UHL) radiological monitoring team (Radiological Emergency Response Team, or RERT), sometimes assisted by personnel from Iowa State University's Department of Environmental Health and Safety (DEHS), will operate from a forward location called the Forward Operations Post (FOP). The FOP is sometimes co-located with the utility's Emergency Operations Facility (EOF). At these locations, communications will be established with DPH at the SEOC. Field monitoring data will be received by DPH and will be considered along with plant status information and utility field monitoring data to advise state decisionmakers regarding the appropriate level of response.
5. Once the Governor, or his/her designee, has all the available information and has made the decision to recommend a protective action to local officials, it is the responsibility of emergency response officials to accept the recommendations or propose an alternative. When a final decision is made, local government in the affected area will coordinate the time of public alert and notification and implementation of any action with state support. The Governor can direct an evacuation if conditions warrant, in accordance with subsection 29C.6(13) of the Code of Iowa.

## Concept of Operations

### Operational Overview

An incident occurring at one of the four nuclear power stations located within or adjacent to Iowa's borders may trigger certain actions for designated state and local agencies. The nuclear power plant industry has developed an emergency classification level system that is tied to these agencies and may cause them to take actions aimed at

## Annex P: Radiological Emergency Response

protecting the lives, health, and safety of the public. These actions include:

1. Activate the SEOC.
2. Notify appropriate state government response agencies of their need to report to the SEOC. These agencies typically include all or some of the following: DPH, DPS, DOT, DNR, the Department of Human Services (DHS), Elder Affairs, Agriculture and Land Stewardship, Iowa State University, IA NG. Other agencies notified to report are the Civil Air Patrol (CAP), the American Red Cross (ARC), and the National Weather Service.
3. Establish an FCP near the vicinity of the affected nuclear power plant. This will serve as a regional coordination center for EMD, the DPS, DNR, and IANG.
4. Close state-owned recreational areas and parks location within a two-mile radius of the affected nuclear power plant. This is generally done in the early stages of a power plant incident to allow adequate time for visitors to leave the area.
5. Dispatch EMD field liaisons to the utility's EOF, the Joint Public Information Center, and to the affected or potentially affected counties.
6. Establish a hotline between the local emergency operations center(s) the SEOC, and the FCP.
7. Dispatch field-monitoring teams from the University of Iowa Hygienic Laboratory and the Iowa State University Department of Health and Safety to a site or sites near the utility's EOF.
8. Establish a second hotline for technical communication between the SEOC Dose Assessment Group and the Radiological Emergency Response Team Coordinator located at the utility's EOF.
9. Notify "host" counties of the need to prepare shelters and other facilities should evacuation of the general public become necessary.
10. Notify and maintain communications with the Federal Emergency Management Agency, Region VII office, regarding situation status and any significant changes in conditions.
11. Ensure citizens are informed that they should tune in to their local Emergency Alert System (EAS) station to receive

## Annex P: Radiological Emergency Response

information on all actions they will need to take to protect themselves and their families (see Annex H: Communication and Warning Systems).

**Federal Interface**

Federal response to an incident at a commercial nuclear power station is outlined in the Federal Radiological Emergency Response Plan (FRERP). The FRERP provides for both technical and non-technical federal agency support at the request of the State of Iowa. DPH and EMD are the state agencies that provide interface with federal agencies if a power-reactor radiological incident occurs.

If a radiological emergency requiring federal assistance occurs, the Federal Emergency Management Agency (FEMA) will establish a Federal Response Center (FRC) to serve as a local point for Federal Response Team interaction with the state.

In addition, the U.S. Department of Energy (USDOE) will establish a Federal Radiological Monitoring and Assessment Center (FRMAC) from which the DOE Offsite Technical Director will conduct radiological monitoring and assessment. Operations of the FRMAC will be coordinated with those of the Federal Response Center.

Federal technical support includes:

1. All aspects of radiological monitoring, evaluation, assessment and reporting;
2. Accessing technology to control or predict radiological impacts;
3. Supplying instrumentation needed to develop recommendations on protective measures and decontamination of property.

This technical support is governed by the Federal Radiological Monitoring and Assessment Plan (FRMAP), which was developed to coordinate federal radiological monitoring and assessment assistance. Although the FRMAP is part of the FRERP, it may be implemented separately and applies primarily to offsite federal radiological monitoring and assessment assistance and the technical support for these activities. Radiological technical assistance will include alpha, beta, and gamma radiation surveys; radiation monitoring of air, food, water, milk and personnel contamination; and analysis of samples.

The following are the expected federal activities that will be carried out during a radiological emergency in Iowa, grouped by agency:

## Annex P: Radiological Emergency Response

**FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)**

- a) Activate the FRERP, thereby establishing a Federal Response Center (FRC).
- b) Coordinate federal non-technical assistance in support of state and local operations.
- c) Deploy a senior official to the SEOC to provide a single point of contact for assistance requests. This official will be informed of the status of major federal response efforts and will, in turn, keep the FEMA Region VII office and the FRC apprised of the status of state and local operations.
- d) Coordinate, as necessary, the activities of other federal agencies, whose functions are outlined below.

**U.S. DEPARTMENT OF ENERGY**

- a) Implement the Federal Radiological Monitoring and Assessment Plan (FRMAP), which was developed to coordinate federal radiological assistance.
- b) Provide radiological support, including alpha, beta and gamma radiation surveys; radiation monitoring of air, food, water, milk and personnel contamination; analysis of samples; radiation medicine and decontamination advice. This assistance will be coordinated with IDPH efforts. Requests for assistance may go directly to the USDOE. The USDOE Director shall then activate the FRMAP.

**U.S. DEPARTMENT OF AGRICULTURE (USDA)**

- a) Provide emergency food coupon assistance in officially designated disaster areas whenever a threshold of need is determined by state and federal officials and the commercial food system is sufficient to accommodate the use of food coupons.
- b) Assist in providing livestock feed to replace contaminated supplies.
- c) Provide assistance through regular USDA programs if legally adaptable to radiological emergencies.
- d) Advise and assist state and local officials regarding the disposition of livestock and poultry contaminated by radiation. Coordinate this action with the US Department of Health and



## Annex P: Radiological Emergency Response

Human Services (HHS) and US Environmental Protection Agency (EPA).

- e) Ensure the purity and wholesomeness of meat and meat products, poultry and poultry products, and egg products.
- f) Provide for the procurement of food.
- g) Assist state and local officials, in coordination with HHS and EPA, in the implementation of protective measures to minimize contamination through food ingestion.
- h) Assist, in coordination with HHS and EPA, in the emergency production, processing, storage, and distribution of food through the wholesale level during a radiological emergency and assess damage to agricultural resources.
- i) Provide advice to state and local officials on how to minimize losses to agricultural resources from radiation effects.
- j) Provide information and assistance to farmers and others to aid them in returning to normal after a radiological emergency.
- k) Assist in reallocation of USDA donated food supplies from warehouses, local schools, and other outlets to emergency care centers. These are foods that have been donated to various outlets through USDA food programs administered by the Food and Nutrition Service.
- l) Provide a liaison to state agricultural agencies to keep state and local officials informed of federal efforts.
- m) Assist in the collection of agricultural samples within the 50-mile Ingestion Pathway Zone (IPZ) if requested by state and local governments.

***U.S. ENVIRONMENTAL PROTECTION AGENCY (US EPA)***

- a) Support state and local counterparts with field radiological sampling and analysis. The US EPA provides resources including personnel, equipment, and laboratory support to assist US DOE in radiological monitoring and assessment.
- b) Provide general assistance in the areas of protective action and return and recovery guidance coordinate post-emergency federal radiological monitoring activities.

***U.S. DEPARTMENT OF TRANSPORTATION (US DOT)***

Assist state and local jurisdictions when their technical or logistical civil transportation resources are inadequate for the emergency. The following agencies within US DOT have specific responsibilities:

***Federal Highway Administration (FHWA)***

See the "Federal Interface" sections in Annex F: Transportation and in Annex G: Public Works and Engineering.

***U.S. Coast Guard***

Close to commercial traffic all navigable waterways which are within the PEP EPZ of the affected nuclear power station. This will be accomplished by broadcasting notices over marine UHF radio.

***Federal Aviation Administration (FAA)***

- a) At the request of the Iowa Department of Transportation impose temporary flight restrictions within the area of the power station and issue a notice to pilots.
- b) Provide air traffic control for the restricted air space, including recognizing and accepting the priorities of the State of Iowa and providing separation among aircraft as prescribed by FAA regulations.

***U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES (USHHS)***

Assist with the assessment, preservation, and protection of human health by testing food products for safety and ensuring the availability of essential human services, such as medical treatment.

***U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (USHUD)***

Assist state and local governments with staff and other resources in planning for and providing emergency housing.

***NATIONAL COMMUNICATIONS SYSTEM***

Coordinate and manage telecommunications and support for FEMA and other federal agencies. A Federal Emergency Communications Coordinator can be appointed, if needed, to make sure that the essential communications requirements are met. Resources available include:

## Annex P: Radiological Emergency Response

- a) The Government Emergency Telecommunications Service (GETS);
- b) Shared Resources (SHARES) high frequency (HF) radio assets.

**NUCLEAR REGULATORY COMMISSION (NRC)**

Assess the nature and extent of the radiological incident onsite and the potential for offsite consequences. Provide technical advice and recommendations to state authorities for protective measures. Coordination for USNRC activities is made through USNRC, Regional Director for Region III.

**NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (NOAA)**

- a) Provide, through the National Weather Service (NWS), current information, weather forecasts and advisory services, particularly information regarding changes in wind direction, boundary layer mixing and precipitation.
- b) Provide, through the NOAA Air Resources Laboratories, consultation regarding atmospheric boundary layer transport and diffusion.
- c) Broadcast, through the NOAA Weather Radio and Wire Service System, emergency protective action information provided by officials from affected counties.

**Coordination with Non-Governmental Entities**

The emergency response activities of all non-governmental entities, with the exception of social service agencies, will be coordinated, as required, by EMD. Volunteer, government, and quasi-government social service agencies are coordinated by DHS, in conjunction with the Disaster Human Resources Council. Private agencies have executed letters of agreement with risk/host counties and with the State of Iowa defining their responsibilities and concept of operations. Section III of the State RERP contains Letters of Agreement executed with the State of Iowa. Summarized below are some key non-governmental activities, grouped by organization:

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

- 1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.

## Annex P: Radiological Emergency Response

2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>2</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.
9. Maintain an adequate emergency response capability by assuring that the organization can be notified and activated on a 24-hour basis.
10. Assure that the organization can support the emergency response effort on a 24-hour basis for a protracted period that the resources (technical, administrative, and material) needed for response are available.
11. Ensure that each person assigned a role in emergency response is familiar with organizational and individual responsibilities. Each assigned individual should be familiar with the State RERP.
12. Ensure that each individual assigned to report to the SEOC is familiar with the agency Standard Operating Procedures (SOPs) for Radiological Response.

---

<sup>2</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex P: Radiological Emergency Response

## OFFICE OF THE GOVERNOR

1. Based on information and recommendations from EMD, DPH, and the affected nuclear power station, decide on appropriate actions needed to protect the public.
2. Serve as the primary source of public information releases to the news media concerning state government emergency response activities.
3. Conduct news media briefings at predetermined intervals as described in Part G, Public Education and Information of the State RERP.
4. Commit state personnel and resources to assist local governments in implementing protective actions.

## IOWA DEPARTMENT OF PUBLIC HEALTH

1. Provide EMD with a continuous assessment of the incident. This task involves the receipt and evaluation of field monitoring data from the UHL Radiological Emergency Response Team (RERT), the affected nuclear station, federal teams (if deployed), and other valid sources.
2. Evaluate radiological hazards and recommend protective actions to the EMD Administrator. Based on incident assessment information, DPH must evaluate public health hazards in terms of previously established EPA Protective Action Guides (PAGs).
3. Oversee all state-government radiation monitoring, environmental sampling, and technical incident assessment activities. Note that these tasks are actually performed by the University of Iowa Hygienic Laboratory, sometimes assisted by Iowa State University's DEHS.
4. Determine if and when technical federal radiological support is required and coordinate response efforts with federal technical representatives at the utility's EOF and at the FRMAC.
5. Determine when exposure control measures (dosimetry and/or potassium iodide) for emergency workers should be implemented.
6. When necessary, authorize emergency workers to exceed protective action guides.

## Annex P: Radiological Emergency Response

7. Maintain a database of exposure records for emergency workers entering and leaving the incident/disaster site including workers from UHL, the Iowa State Patrol, DNR, the DOT, the CAP, and county/municipal workers. Note that county/ municipal health departments will also utilize this database to account for local government emergency workers.
8. Implement actions to allow for re-entry of designated personnel into evacuated areas.
9. Provide information to the Radiological Emergency Response Team (RERT) Coordinator on protective actions to be implemented, particularly as it affects deployment of emergency team personnel.
10. Determine what areas are safe for return of the evacuated population once the emergency is terminated. Return and recovery actions will be based upon DPH's assessment of conditions.
11. Establish appropriate protective action recommendations for the ingestion pathway emergency planning zone, including control of milk, water and/or food.

## EMERGENCY MANAGEMENT DIVISION

1. Receive incident notification from the affected nuclear power station and subsequently notify the appropriate local jurisdictions.
2. Activate the SEOC including the notification of all state agencies having designated emergency response roles.
3. Confirm that local emergency operations centers are activated at the appropriate emergency classification.
4. Coordinate the emergency response activities of local, state, federal, and non-governmental agencies and organizations.
5. Recommend protective actions to the Governor for approval. This recommendation will be based on recommendations and information from DPH and the affected utility, taking into account local constraints such as time of day, weather, etc.
6. Coordinate public notification (Fort Calhoun only). Coordinating the timing of the activation of the public alerting system and the Emergency Alert System is the responsibility of EMD for the Fort Calhoun Nuclear Station only. Public notification is a county

## Annex P: Radiological Emergency Response

responsibility at all nuclear power stations. These actions are coordinated with other states, where appropriate.

7. Coordinate interstate response. If an incident occurs at the Quad Cities or Fort Calhoun nuclear power plant, which are within 10 miles of the Iowa border, close coordination between the states of Illinois or Nebraska, respectively, is required for plume exposure pathway response. Interstate coordination is also required for actions within the 50-mile ingestion exposure pathway emergency planning zones surrounding power stations.
8. Provide support and assistance for public information, including information summaries to the Office of the Governor for release to the news media.
9. If evacuation of an area within the EPZ has been ordered manage the orderly reentry, return, and recovery process once DPH has determined that no significant threat to public health exists.
10. Provide county emergency management coordinators and state agencies with permanent record and self-reading dosimetry for emergency response workers. Reading service for these devices will be provided 24 hours per day, if required.

## BOARD OF REGENTS

1. Actions specific to the University of Iowa Hygienic Laboratory (UHL):
  - a) Perform environmental monitoring and sampling activities (measuring radiation levels and contamination in the environment), obtaining assistance from the Iowa State University DEHS as needed;
  - b) Provide radiological laboratory support and analysis of all environmental sampling and radiological monitoring activities during the emergency;
  - c) Maintain radiological exposure data for field monitoring teams (consisting of UHL personnel, sometimes assisted by DEHS personnel) and report the information to DPH BRH at intervals prescribed in UHL standard operating procedures.
  - d) Consolidate and maintain all environmental contamination data (i.e., air samples during plume phase, with post-emergency phase sample categories and locations to be

## Annex P: Radiological Emergency Response

determined in conjunction with DPH BRH) in a format readily amenable to rapid retrieval for risk assessment and protective action recommendations;

- e) Communicate all relevant data and protective action recommendations to DPH at the SEOC;
- f) Coordinate environmental monitoring and sampling activities with the U.S. Department of Energy (DOE), when DOE is activated;
- g) Provide supporting data and recommendations to the DPH Director, or a designated representative, for return to evacuated areas and, if there are areas where return is not recommended due to contamination, provide recommendations for decontamination;
- h) Provide technical expertise to local emergency response personnel for radiological monitoring and decontamination of evacuees.

2. Actions specific to Iowa State University - DEHS:

- a) Provide support in the areas of environmental monitoring and sampling and Radiological Emergency Response Team (RERT) coordination;
- b) Perform dose assessment as needed.

DEPARTMENT OF PUBLIC SAFETY

- 1. Assist county and municipal law enforcement agencies with establishing and maintaining traffic and access control points.
- 2. Coordinate with county and municipal law enforcement agencies in establishing evacuation routes for specific subareas to be evacuated.
- 3. Coordinate interstate response activities with counterpart agencies in contiguous States having nuclear power stations EPZs (Emergency Planning Zones) that include part of Iowa.
- 4. Provide a mobile communications van, as needed, to support a state liaison officer<sup>3</sup> either at the utility's EOF or at the State FCP.

---

<sup>3</sup> The state liaison officer is provided by the Department of Public Defense, and is typically a designee of EMD. The liaison serves as a link between the SEOC and operations located near the affected facility.



## Annex P: Radiological Emergency Response

## DEPARTMENT OF TRANSPORTATION

1. Coordinate emergency traffic routing for interstate and primary highway traffic with other highway authorities and with state and local law enforcement officials.
2. Provide information about road conditions, status of repair activities, and alternate routes to state and local emergency response and management organizations responsible for evacuation. Return lanes or roads with impediments or under repair back into service, whenever possible.
3. Support law enforcement authorities, upon request, with setting up and maintaining traffic and access control points. Provide personnel and equipment (traffic cones, barricades, etc.) to secure evacuated areas until the return of evacuees.
4. Perform other transportation- and evacuation-related activities in support of the state's response to a radiological incident, as specified in Annex E: Logistics, in Annex F: Transportation, and in Annex J: Evacuation.

## DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Support state and local law enforcement agencies with providing security measures for evacuated areas.
2. Provide support personnel for traffic and access control functions, the SEOC, and FCP Operations.
3. Provide support personnel and transportation resources to assist in the evacuation of special facilities, if necessary.
4. The Civil Support Team (CST)<sup>4</sup> will:
  - a) Assess a suspected nuclear, biological, chemical, or radiological agent in support of a local incident commander;
  - b) Advise civilian responders regarding appropriate response actions.

---

<sup>4</sup> The CST is a team of specially equipped and trained Department of Public Defense – Iowa National Guard personnel available for activation to any location in the state when authorized by executive order of the Governor.

## Annex P: Radiological Emergency Response

## DEPARTMENT OF NATURAL RESOURCES

1. Obtain samples of bottom and surface feeding fish, wildlife foods, and other items that may be required to determine the extent and degree of environmental contamination.
2. Coordinate activities with the U.S. Fish and Wildlife Service, and with counterpart agencies in contiguous states, when multiple states are affected.
3. Prohibit the removal of game animals, birds, and fish from contaminated areas.
4. Collect samples from the following sources to determine the degree of potential contamination:
  - a) Surface water from streams, lakes, rivers, etc.;
  - b) Raw or finished potable water sources affecting drinking water supplies.

## DEPARTMENT OF HUMAN SERVICES

1. Notify host counties who provide reception and care services to evacuees to prepare for their arrival.
2. In conjunction with the Iowa Disaster Human Resources Council (IDRHC),<sup>5</sup> coordinate the activities of volunteer, government and quasi-government social service agencies who perform registration and inquiry services at Reception/Relocation Center for evacuees.
3. Assist in providing resources to evacuees and emergency workers (food, emergency supplies, etc.), at the Governor's direction.

## BOARD OF REGENTS

1. Through the Iowa State University Extension Service, notify dairy farmers of the need to remove dairy animals from fields and pastures, shelter them, and place them on stored or covered (i.e., uncontaminated) feed and water.
2. Notify farmers when there is a need for harvests to be delayed.

---

<sup>5</sup> DRHC consists of faith-based and governmental organizations active in disaster services. The Council strives to foster a more effective response and recovery for the people of Iowa in times of disaster during both declared and non-declared events by addressing unmet needs.

Annex P: Radiological Emergency Response

3. Inform farmers and other rural residents of decontamination methods for foodstuffs.

DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

1. Obtain samples of crops and agricultural products, such as milk and grain, and other items that may be required in order to determine the extent and degree of contamination. Coordinate sampling activities with federal agencies and with counterpart agencies in contiguous states when multiple states are affected.
2. Provide up-to-date records identifying the locations of agricultural facilities within 50 miles of each nuclear power station.

DEPARTMENT OF CORRECTIONS

Provide temporary detention arrangements for inmates of correctional facilities that may have to be evacuated due to a radiological incident.

DEPARTMENT OF ELDER AFFAIRS

Coordinate social service programs to support affected portions of the elderly population.

CIVIL AIR PATROL - IOWA WING (CAP)

Perform, or assist with:

- a) Search and rescue operations;
- b) Courier and messenger service;
- c) Aerial surveillance of surface traffic and general reconnaissance;
- d) Light transport flights for emergency personnel;
- e) Photography for damage assessments;
- f) Supplying personnel, supplies, radio communications, and other resources within the capabilities of the CAP;
- g) Transportation of field samples to the radiological laboratory (note that generic chain-of-custody form is used by the radiological monitoring teams, the CAP and the receiving laboratory).

Annex P: Radiological Emergency Response

AMERICAN RED CROSS (ARC)

- a) Provide registration and inquiry services for evacuees at designated Reception or Relocation Centers using standard ARC record keeping methodology and forms.
- b) Provide nursing assistance at designated Reception or Relocation Centers and mass care shelters.
- c) Provide emergency feeding facilities and emergency supplies such as cots, blankets, etc.

**Responsible Agencies**

Primary: Department of Public Safety  
Support: Department of Transportation, Department of Natural Resources, Department of Public Defense - Iowa National Guard, Emergency Management Division, Department of General Services

**Significant Functional Interdependencies:** Terrorism Incident Response, Search and Rescue, Evacuation, Infectious Animal Disease Disasters, Radiological Emergency Response, Transportation

**Introduction**

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

1. Security;
2. Crime detection, control, and investigation;
3. Traffic control;
4. Information gathering.

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

**Planning Considerations**

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

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

## Annex Q: Law Enforcement

personnel and other resources moving into the area or victims traveling out of the area.

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

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

**Assumptions**

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

**Policies**

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

## **Concept of Operations**

### **Operational overview**

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

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

### **Federal Interface**

The Federal Response Plan does not have an Emergency Support Function for law enforcement. The lead federal law enforcement agency is the Federal Bureau of Investigation.

## **Response actions (by responsible agency)**

### **ALL RESPONSIBLE AGENCIES**

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.

## Annex Q: Law Enforcement

4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF PUBLIC SAFETY

1. Deploy personnel to assist local law enforcement operations when requested to do so by local officials, or when conditions otherwise warrant state government law enforcement intervention, including the enforcement of quarantine orders issued by state and/or local public health authorities.
2. Respond to State Emergency Operations Center (SEOC) requests for traffic control assistance as resources permit, to include:
  - a) Establishing a traffic control system for the entire affected area using an incident command type of coordinating mechanism;
  - b) Deploying personnel to traffic control points as prearranged or as requested by local or state agencies;
  - c) Enforcing traffic control restrictions (including arrest or detention of unauthorized entrants found in affected areas);
  - d) Coordinating the placement of traffic control devices with DOT and DNR.
  - e) Enforcing animal disease-related movement restrictions (see Annex W: Infectious Animal Disease Disasters).
3. Notify EMD when local requests for state law enforcement assistance exceeds availability of DPS resources.
4. Coordinate activities with IA NG, federal law enforcement personnel, and/or federal military officials if such organizations are providing law enforcement support in affected areas.
5. Track the status of all state law enforcement assistance provided to local and state agencies and provide regular updates to the Research, Analysis, and Planning function (see Annex B: Research, Analysis, and Planning).
6. Deploy personnel to provide security for fire and EMS teams operating in hostile or potentially hostile environments.
7. Deploy personnel to provide security for businesses and residences in emergency/disaster-affected areas.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.



## Annex Q: Law Enforcement

8. Deploy bomb-sniffing dogs and handlers to sites at which primary or secondary explosive or incendiary devices may be present.
9. Deploy tactical and other specialized units to assist other state and local units as required. In prison riot situations, this assistance will be at the request of the Department of Corrections (see Annex A: Direction, Control, and Coordination).
10. Request additional law enforcement assistance through the SEOC when state and local law enforcement capabilities have been overwhelmed.
11. Fire Marshal's Office: Perform field and laboratory investigations of suspicious fires/explosions when requested by state and local fire service organizations through the SEOC.
12. Provide emergency/disaster-related information to other emergency response functions in a timely manner, and emergency/disaster-related intelligence on a need to know basis (see Annex B: Research, Analysis, and Planning and Annex V: Terrorism Incident Response).

## DEPARTMENT OF TRANSPORTATION

1. Notify commercial motor carriers of emergency/disaster-related restrictions concerning traffic around affected areas.
2. Develop implement and/or enforce emergency/disaster-related motor carrier regulations as needed.
3. Deploy personnel to erect barricades, signs, and other traffic control devices according to prearranged plans or as requested by state or local officials, coordinating these activities with DPS traffic control activities.
4. Install concrete median barriers as needed to provide perimeter control around emergency/disaster sites or to secure critical facility sites by limiting vehicular access.
5. Deploy law enforcement personnel to assist with emergency/disaster-related law enforcement operations when requested to do so by the SEOC. Note that this is in addition to the routine interdisciplinary support that is normally provided to other law enforcement entities upon request.

## DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Deploy personnel and equipment to assist with traffic control operations (including the erection of barricades, signs, etc.) when local and other state capabilities have been exhausted.
2. Provide backup security capabilities for protecting first responders, traffic control officers, and other deployed emergency/disaster workers.
3. Provide backup security capabilities for protecting businesses and residences in emergency/disaster-affected areas.

Annex Q: Law Enforcement

4. Perform other law enforcement activities in support of emergency/ disaster operations, within the scope of state and federal law and the policies defined by the Governor, the Adjutant General, the EMD Administrator, and applicable state and local law enforcement officials.

EMERGENCY MANAGEMENT DIVISION

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

DEPARTMENT OF NATURAL RESOURCES

1. Deploy law enforcement personnel to assist with emergency/disaster-related law enforcement operations when requested to do so by the SEOC.
2. Initiate traffic control activities in state park facilities, as required.
3. Support and/or direct waterway evacuations (see Annex J: Evacuation).

DEPARTMENT OF GENERAL SERVICES

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

## Annex R: Search and Rescue

**Responsible Agencies:**

Primary: Department of Public Safety  
Support: Emergency Management Division, Department of Natural Resources, Department of Public Health, Department of Public Defense - Iowa National Guard, Civil Air Patrol, Department of Corrections

**Significant Functional Interdependencies:** Law Enforcement; Logistics; Research, Analysis, and Planning; Terrorism Incident Response; Public Works and Engineering; Mass Fatalities Incident Response

**Introduction**

**Purpose:** To provide state assistance, and to coordinate the assistance of non-state governmental organizations such as the Civil Air Patrol (CAP), in support of local governments engaged in urban and non-urban search and rescue (SAR) activities.

**Scope:** This annex pertains to the following SAR activities—

1. Urban SAR operations following incidents involving a catastrophic structural collapse caused, (for example, as caused by earthquakes, explosions, or tornadoes);
2. Searching for missing or lost persons;
3. Dragging of lakes, ponds, etc., in search of lost/missing persons;
4. Searching for downed aircraft;
5. Searching for escaped prisoners/detainees;
6. Rescuing persons from environments made hazardous by chemical, biological, or radiological agents.
7. Rescuing persons trapped as a result of transportation incidents;
8. Recovering human remains (see Annex U: Mass Fatalities Incident Response).

**Planning Considerations****Situation**

1. Many types of emergencies and disasters, especially tornadoes, windstorms, earthquakes, and explosions, can cause the collapse of buildings and other structures, necessitating the attempt to locate and extricate trapped victims and/or human remains. At this time, there is not an urban SAR capability in Iowa sufficient to cope with other than a minor collapsed structure incident.
2. Each year, children and others wander off into unfamiliar areas and become lost, disoriented, stranded or trapped, creating a need for a systematic, rapidly mobilized SAR capability.

## Annex R: Search and Rescue

3. The U. S. Air Force, through the Air Force Rescue Coordination Center, Langley Air Force Base, monitors the activation of Emergency Location Transmitters (ELTs) from downed aircraft. CAP transmits information about ELT activations in the State of Iowa to the state Emergency Management Division (EMD), along with the status of any associated missions.

**Assumptions**

1. Destructive natural or human-caused events often require urban search and rescue capabilities, and in particular confined space and/or collapsed structure specializations.
2. Each county, and many cities, will operate a local rescue squad.
3. Local rescue capabilities may not be sufficient to handle all situations that are encountered.
4. Fire, police, and EMS services will coordinate activities with the SAR providers.
5. Situations will occur that require specialized rescue units for the location and/or extrication of victims.
6. Prisoners and other detainees often flee their holding facilities and may pose a threat to nearby communities.
7. Major transportation accidents (air, roadway, or rail) often require the physical extrication of trapped victims.

**Policies**

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

**Concept of Operations****Operational overview**

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

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

## Annex R: Search and Rescue

assistance will be transmitted from the local emergency management agency to EMD. If appropriate, EMD will then request/coordinate assistance from other state agencies and, when warranted, from other states or from the federal government. If needed, the State Emergency Operations Center (SEOC) will be activated to coordinate state-level operations. A State Forward Operations Team may be activated if necessary to assist with on-scene activities (see Attachment 1 to Annex A: Direction, Control, and Coordination for more information about organization of state government's forward operations).

**Federal Interface**

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

**Coordination with non-governmental entities**

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

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.

## Annex R: Search and Rescue

4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## EMERGENCY MANAGEMENT DIVISION

1. Determine and record information concerning the extent and nature of the SAR resource requirements (see Annex B: Research, Analysis, and Planning).
2. Track and record information concerning number of trapped and/or injured and/or presumed deceased, and types of operations in progress (see Annex B: Research, Analysis, and Planning).
3. Maintain a tracking system for rescue resources used during the emergency and provide resource status information to the Resource Management function.
4. Contact and coordinate the use of canine handlers in support of SAR operations.
5. Request activation of CAP for SAR operations through Air Force National Security Emergency Preparedness.

## DEPARTMENT OF PUBLIC SAFETY

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

## DEPARTMENT OF NATURAL RESOURCES

1. Provide law enforcement personnel support to local SAR activities. Note that DNR personnel do not have the training or equipment to directly participate in urban (i.e., collapsed structure) SAR activities.
2. Provide GIS and GPS capabilities in support of SAR operations.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex R: Search and Rescue

3. Coordinate SAR activities on state waterways as requested by EMD.
4. Coordinate SAR activities within state parks and forests.

DEPARTMENT OF PUBLIC HEALTH

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

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Deploy helicopters or other aircraft to assist with state and local search units as requested through EMD.
2. Deploy personnel and equipment in support of rescue activities as requested through EMD.

CIVIL AIR PATROL

Deploy aircraft and personnel for limited missions in support of SAR activities, as requested by EMD through Air Force National Security Emergency Preparedness.

DEPARTMENT OF CORRECTIONS

Coordinate the search for escaped prison inmates as needed.

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

Local authorities will initiate a SAR operation. When local capabilities are overwhelmed, local authorities may request state resources. When such a request is made, state government activities and use of state government resources will be conducted as set forth in this annex. Certain SAR operations, such as those involving a collapsed structure, will require close coordination with personnel carrying out mass fatalities activities.

**Responsible Agencies**

Primary: Department of Public Health  
Support: Department of Inspections and Appeals, Department of Public Defense - Iowa National Guard, Department of Natural Resources, Department of Transportation, Department of Public Safety, Board of Regents, Emergency Management Division

**Significant Functional Interdependencies:** Medical Services; Logistics; Mass Fatalities Incident Response; Public Information; Communication and Warning Systems; Research, Analysis, and Planning; Human Services; Sheltering; Radiological Emergency Response; Hazardous Materials Emergency Response; Infectious Animal Disease Disasters

**Introduction**

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

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

1. Providing public health surveillance, detection, diagnosis, assessment, exposure monitoring, and decontamination in response to an actual or potential threat to human health resulting from naturally- or artificially acquired diseases or toxins or from accidental or intentional (i.e., terrorist-induced) releases of hazardous chemicals or radiation.
2. Preventing the spread of diseases, toxins, hazardous chemicals, and/or radiation; minimizing the severity of their effects.
3. Disseminating emergency information to first responders and other emergency workers about:
  - a) Signs and symptoms of infectious diseases;
  - b) Isolation and decontamination protocols;
  - c) Personal protective measures;
  - d) Disease control measures for emergencies involving biological, chemical, and/or radiological agents.



## Annex S: Public Health

4. Disseminating emergency information to the general public about:
  - a) Signs and symptoms of infection;
  - b) Personal protective measures;
  - c) Disease control measures for emergencies involving biological, chemical, and/or radiological agents. See Annex H: Communication and Warning Systems and Annex I: Public Information.
5. Providing emergency response-related technical assistance addressing biological, chemical, and radiological hazards, including terrorism considerations when appropriate. This may include use of state or federal DMATs (Disaster Medical Assistance Teams).
6. Requesting, receiving, repackaging and distributing assets from the Strategic National Stockpile (SNS) program, when activated in Iowa.
7. Establishing an interface with federal agencies and coordinating state federal joint activities in accordance with these plans and the Federal Response Plan.

**Planning Considerations****Situation**

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

**Assumptions**

1. Early detection, identification, and containment of an infectious disease outbreak will greatly reduce the spread of that disease.

## Annex S: Public Health

2. A well-maintained surveillance regimen and the exercise of proper infection control protocols at hospitals will reduce the likelihood of nosocomial spread of contagious diseases.
3. Unmanaged accumulation of debris, consumption of contaminated food or water, damage to chemical and other industrial facilities, and inadequate disposal of sewage will result in toxic environmental and health hazards. These hazards will create a secondary public health-related emergency if not addressed soon after the onset of the primary emergency/disaster.
4. A potential, imminent, or actual biological, chemical, or radiological terrorist attack will overwhelm local emergency response systems and deplete local resources.
5. State and/or federal public health providers will provide consultation assistance to local jurisdictions during a biological, chemical, or radiological incident.
6. Public health service providers will issue public education materials before, during, and after the onset of an emergency or disaster to facilitate a better understanding of the potential and existing health hazards associated with an emergency or disaster.
7. During and after a emergency/disaster, local public health agencies will prevent/minimize the outbreak of disease and the spread of vectors associated with the emergency/disaster by monitoring 1) public health functions, and 2) actions taken to control environmental factors related to public health.
8. Each local public health agency will have one or more qualified health professionals who can be reached at all times through a pager or other reliable messaging system.
9. Employers will ensure that all health care providers, government personnel, and first responders at risk of exposure to infectious diseases receive appropriate routine immunizations when assigned to respond to a public health emergency or disaster.

**Policies**

1. During and after a public health emergency or disaster, the Department of Public Health (DPH) will remain informed about the outbreak of disease and the spread of vectors associated with the disease by monitoring local:

## Annex S: Public Health

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

**Concept of Operations – Federal Interface**

The Public Health Annex corresponds to Federal Emergency Support Function #8, Health and Medical Services.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the State Emergency Operations Center (SEOC) when directed to do so by the Governor, the Emergency Management Division (EMD) Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex S: Public Health

5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

DEPARTMENT OF PUBLIC HEALTH

DPH Responses of a General Nature:

1. Once a public health emergency/disaster has been identified, determine any secondary consequences that are likely to occur and relay this information immediately to the SEOC, if activated, or otherwise directly to EMD.
2. Monitor emergency/disaster situations for health-related problems.
3. Coordinate the survey and assessment of the public health situation in areas affected by an emergency or disaster, and report the results to the SEOC, if activated, or otherwise directly to EMD. Provide information concerning potential health problems in affected areas to the SEOC, if activated, or otherwise directly to EMD, so other functions may take measures to protect any personnel that they are to be deployed to the affected areas.
4. Set and communicate health and medical priorities in areas affected by emergencies/disasters and take steps to address developing risks and/or concerns (for example, through deploying personnel to implement vaccination programs, issuing public education materials or information, etc.).
5. Implement measures to track emergency personnel exposed to dangerous or hazardous materials/environments and take all necessary actions to protect the health and safety of these individuals as well as members of the general public with whom they may come into contact.
6. Coordinate the provision of vaccinations, oral prophylaxis, and personal protective equipment, as available and appropriate, to state government personnel at risk of exposure to infectious diseases when such exposure may occur due to job duties assigned in response to a public health emergency or disaster.

## Annex S: Public Health

7. Provide primary direction and coordination for requesting, receiving, repackaging, distributing, tracking, and monitoring the assets of the SNS program (see attachment 1 to this annex for specific information on operationalizing the SNS Emergency Response Plan in Iowa).
8. Monitor public health functions and actions taken to control environmental factors related to public health to prevent/minimize the impact to human health.
9. Assist in the coordination of state laboratory analytical services to support public health requirements as requested.
10. Keep the Centers for Disease Control and Prevention (CDC) apprised of emergency/disaster-related testing activities and results, as appropriate.
11. Assume a primary role in state government's response to an incident involving the release of radioactive materials. This is accomplished via the Department's Bureau of Radiological Health (see Annex P: Radiological Emergency Response).
12. Conduct response activities within the framework of the Terrorism Incident Response Annex when it is assumed or confirmed that the origin of a public health emergency is intentional.

DPH Responses Addressing the Needs of State & Local Officials/Providers:

1. Provide technical assistance or consultation on public health surveillance, detection, diagnosis, assessment, exposure monitoring, decontamination, and prevention/protection measures in response to an actual or potential threat to human health in order to prevent the spread of diseases, toxins, hazardous chemicals, and/or radiation and minimize the severity of their effects. (Such conditions include: biological, chemical, radiological, or natural disasters, dead animal disposal, etc.)
2. Assist local public officials with the management of immunizations, quarantines, and distribution of prophylaxis, including identifying and setting up a prophylaxis distribution center if needed.
3. Provide guidance and consultation for monitoring conditions at shelters and recommend, assist with, or perform preventative health measures when necessary

## Annex S: Public Health

DPH Response Addressing the Needs of the General Public:

Through the state public information function, and in coordination with other appropriate state or federal agencies, prepare information for distribution to the general public regarding potential or actual public health risks in a timely manner and provide appropriate emergency notifications as well as other public health-related emergency/disaster information.

## DEPARTMENT OF INSPECTIONS AND APPEALS

In conjunction with DPH:

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

## DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Report health problems identified during military personnel evaluations, treatment of civilian personnel at medical units, or through other EMD means, to the SEOC, if activated, or otherwise directly to EMD.
2. Provide primary logistical and security support for activities associated with implementation of the SNS program in Iowa, of other public health activities when other state and local resources have become exhausted, or at the direction of the Governor, the Director of the Department of Public Defense, or the EMD Administrator.

Annex S: Public Health

DEPARTMENT OF NATURAL RESOURCES

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

DEPARTMENT OF TRANSPORTATION

Provide logistical and law enforcement support of emergency/disaster-related public health activities, including implementation of the SNS program, when other state and local resources have become exhausted, or at the direction of the Governor, the Director of the Department of Public Defense, or the EMD Administrator.

DEPARTMENT OF PUBLIC SAFETY

Provide law enforcement support of emergency/disaster-related public health activities, including implementation of the SNS program, when local resources have become exhausted, or at the direction of the Governor or the Commissioner of the Department of Public Safety.

BOARD OF REGENTS

Through the University of Iowa Hygienic Laboratory:

1. Provide testing to identify the agent(s) present that may be a threat to public health or the environment.
2. Confirm or dispute the results of rapid chemical monitors used on-site. Identification of a chemical agent by these devices may not mean that the agent is present at a level that is hazardous.

Annex S: Public Health

3. As the state's designated bioterrorism laboratory, UHL will conduct biological tests used for decision-making purposes. Note that rapid hand-held "smart tickets" are not to be used as a primary decision-making criterion.
4. Keep the CDC apprised of emergency/disaster-related testing activities and results, as appropriate.

EMERGENCY MANAGEMENT DIVISION

1. Provide State agencies that are deploying personnel to affected areas with information obtained from state and/or local public health agencies regarding any health risks associated with entering these areas, including information about recommended/required personal protective equipment.
2. Provide or coordinate support services and obtain resources needed to perform the public-health-related emergency/disaster response activities identified by DPH.



**Strategic National Stockpile Program  
Attachment 1 to Annex S: Public Health**

[Under development by the Iowa  
Department of Public Health]

Annex T: Medical Services

**Responsible Agencies**

Primary: Department of Public Health  
Support: Emergency Management Division, American Red Cross,  
Department of Public Defense - Iowa National Guard,  
Department of Public Safety, Department of General Services,  
Board of Regents

**Significant Functional Interdependencies:** Public Health, Logistics,  
Transportation, Human Services, Communication and Warning Systems,  
Mass Fatalities Incident Response

**Introduction**

**Purpose:** To ensure that comprehensive medical care is provided to emergency/disaster victims; to supplement and support disrupted or overburdened local medical personnel and facilities; to take all reasonable and prudent actions to relieve personal suffering and trauma.

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

1. Assessing medical needs (note that disaster mental health needs are addressed in Annex L: Human Services);
2. Coordinating the acquisition of supplemental medical care personnel;
3. Coordinating the acquisition of supplemental medical equipment and supplies;
4. Transporting medical supplies and personnel;
5. Coordinating and assisting with patient evacuation, in conjunction with the Transportation function, the Logistics function, and the Evacuation function (see Annex E: Logistics, Annex F: Transportation, and Annex J: Evacuation);
6. Coordinating Emergency Medical Service (EMS) providers during multiple agency/multiple-jurisdiction events;
7. Providing medical command and control.

## Planning Considerations

### Situation

Not all emergencies or disasters will cause injuries in numbers that exceed the capacity of a local jurisdiction's emergency medical service providers. However, tornadoes, flash floods, accidental hazardous materials releases, nuclear power plant incidents, mass-transportation accidents, public health emergencies, earthquakes, and terrorist acts can occur in Iowa, and all have the potential to overwhelm local capabilities, including capabilities based on mutual aid. When this occurs, state, and possibly federal, support of medical operations will be required.

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

Medical and health care facilities that remain in operation and have the necessary utilities and staff will probably be overwhelmed by the "walking wounded," the "worried well," and seriously injured victims who are transported to such facilities in the immediate aftermath of the occurrence. In the face of massive increases in demand and the damage sustained, medical supplies (including pharmaceuticals) and equipment will probably be in short supply. (Most health care facilities usually stock only a small inventory of medical supplies to meet their normal short-term patient needs.) Disruptions in local communications and transportation systems could also prevent timely re-supply of these items. Many who did not sustain injuries as a result of the emergency or disaster will place a secondary demand on local medical resources for critical daily medications, such as insulin and anti-hypertension drugs, which may be in short supply due to damage/destruction of local distribution points and transportation routes.

### Assumptions

1. For other than routine emergencies and small magnitude disasters, initial quantities of resources within the affected area(s) will most likely be inadequate to treat all those requiring medical attention, either at the scene or in local hospitals.

## Annex T: Medical Services

2. Medical evacuation of excess casualties to the nearest metropolitan area with sufficient quantities of hospital beds may be necessary in major disasters.
3. Emergency response personnel may experience emotional distress brought on by the extreme conditions associated with an emergency or disaster, creating a need for specialized counseling services and potentially affecting their ability to continue functioning in their professional capacity. For information on the Iowa Critical Incident Stress Management Network and other disaster mental health services available in Iowa, refer to the Disaster Mental Health Attachment to Annex L: Human Services.

**Policies**

1. Resources will be provided when local medical capabilities are overwhelmed. Technical assistance will be provided upon request.
2. Disaster medical services will be provided based on need and without regard to race, color, religion, national origin, age, sex, marital status, gender identity, sexual orientation, or mental or physical disability.

**Concept of Operations****Operational overview**

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

**Federal Interface**

The Medical Services Annex corresponds to Federal Emergency Support Function #8, Health and Medical Services.

**Coordination with non-governmental entities**

The Department of Public Health, EMS Bureau, will support and work closely with Iowa's EMS system to optimize the effectiveness of EMS providers during an emergency/disaster response. Likewise, other

## Annex T: Medical Services

components of the Department of Public Health (DPH), as well as other state agencies involved in providing or supporting emergency/disaster-related medical services, will work collaboratively with the network of medical professionals and associations that collectively form the state's emergency medical capability.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the State Emergency Operations Center (SEOC) when directed to do so by the Governor, the Emergency Management Division (EMD) Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF PUBLIC HEALTH

1. Respond to requests from affected communities for assistance with EMS operations as appropriate.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex T: Medical Services

2. Share information with local incident command concerning the number of EMS units available in unaffected areas.
3. Coordinate with the Bureau of EMS office when emergency medical resources need to be transferred to areas overwhelmed by the consequences of an emergency or disaster.
4. Work with local incident command to collect and maintain injury and fatality figures and provide them to the SEOC, if activated, or otherwise to EMD (see Annex B: Research, Analysis, and Planning).
5. Collect data from hospitals and other health care facilities in affected areas with regard to operational status, immediate needs, bed availability, etc. and provide to the SEOC, if activated, or otherwise to EMD (see Annex B: Research, Analysis, and Planning).
6. Based on data collected (see previous action item), assess needs of health care facilities including shortages of doctors, nurses, lab technicians, etc., and coordinate deployment of personnel from unaffected areas to shortage areas.
7. Establish temporary emergency medical care facilities, when needed, to be run and staffed by available qualified personnel from the state's medical system, for the purpose of alleviating existing and projected shortfalls in hospital capacity during an emergency or disaster that is accompanied by a large number of ill or injured people.
8. Work with local agencies to monitor emergency medical priorities during emergencies/disasters and propose resource allocations, in conjunction with the resource management function (see Annex C: Resource Management).
9. Ensure that regulatory and professional standards set for the EMS system are maintained under emergency/disaster conditions.
10. Follow EMAC procedures to waive state licensing requirements, thereby allowing Emergency Medical Technicians (EMTs) and paramedics from surrounding states to perform emergency medical treatment in Iowa during emergency/disaster operations.
11. Implement policies, procedures, and guidelines developed for operation of the EMS system during emergencies and disasters, including casualty collection points, medical evacuation, staging

## Annex T: Medical Services

- areas, and assist with the deployment of nurses and physicians from unaffected areas of the state.
12. Determine the need for state or federal military involvement in affected areas and, in coordination with EMD, request military assistance if required.
  13. Through the Office of the Governor, and in coordination with the SEOC/EMD, submit requests to the Surgeon General's Office for activation of the National Disaster Medical System (NDMS). When such a request occurs, inform the regional offices of the Federal Emergency Management Agency (FEMA) and the US Department of Health and Human Services (HHS).
  14. Provide the EMS Bureau Chief, or a designee, to serve as a liaison between the state's EMS system and the NDMS network, when it is activated.
  15. Assign a primary and alternate individual to act as the EMS Coordinator at the SEOC. This may be on 24-hour basis if requested by EMD.
  16. Coordinate communication between public health, medical facilities, and local EMS systems during an emergency or disaster.
  17. Work with local agencies to develop action-plans that optimize distribution of evacuated victims to the appropriate medical facilities during emergencies/disasters, based on the capabilities and space availability at those facilities and the medical needs of each victim.
  18. Deploy IDPH EMS Coordinator(s) to the local incident command or local EOC to assist with and expedite requests for DPH resources when a request is made by the incident commander or unified command group to the SEOC, to the department director, or to the director's designee, or when the department deems such a deployment to be prudent.
  19. Coordinate additional EMS supplies in affected areas and coordinate with the Resource Management function and the Logistics function for the procurement and transportation of those supplies (see Annex C: Resource Management and Annex E: Logistics).
  20. Deploy or place on standby Iowa Disaster Medical Assistance Teams (IADMATs) as necessary.

Annex T: Medical Services

EMERGENCY MANAGEMENT DIVISION

1. Assist with the identification of alternate communications systems to support EMS operations when requested by DPH (see Annex H: Communication and Warning Systems).
2. Implement emergency medical evacuation operations if necessary, and provide information to Department of Public Safety, the Department of Public Defense - Iowa National Guard, and other state agencies when needed, on coordination requirements, transportation needs, etc.
3. Submit requests to the American Red Cross (ARC) to obtain additional medical resources for affected areas before shortages occur (blood collection, volunteer nurses, and allied medical professionals).

AMERICAN RED CROSS

1. Provide first aid treatment at shelters as requested/required.
2. Implement blood collection and distribution procedures as necessary.
3. Provide statistics to the SEOC, if activated, or otherwise to EMD (see Annex B: Research, Analysis, and Planning), including the number of people treated, the number and location of ARC personnel deployed, quantities of blood and other resources used and/or still needed, etc.
4. Implement call-up of ARC volunteer nurses and allied medical professionals if or requested by EMD.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Develop action plans for deploying military field hospitals and associated facilities when needed to support emergency operations.
2. Assist with implementation of an emergency evacuation if requested by EMD.
3. Provide data regarding military casualties to the SEOC, if activated, or otherwise to EMD (see Annex B: Research, Analysis, and Planning).



Annex T: Medical Services

DEPARTMENT OF PUBLIC SAFETY

1. Respond to requests from EMS units for assistance with traffic control, security of personnel, etc.
2. Respond to requests from EMS units or DPH for assistance with the identification of surviving victims using the department's forensic laboratory capabilities.

DEPARTMENT OF GENERAL SERVICES

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

BOARD OF REGENTS

- Through the University of Iowa Hygienic Laboratory, conduct chemical, microbiological or radiological analyses on specimens from patients or the environment, and provide interpretation of the results to the requesting medical professionals/specialists.
- Through the University of Iowa Hospitals and Clinics, provided medical services, including Nursing and Pharmacy units.

## Annex U: Mass Fatalities Incident Response

**Responsible Agencies**

Primary: Department of Public Health  
Support: Emergency Management Division, Department of Public Safety,  
Department of Human Services, Department of Personnel,  
Department of Public Defense - Iowa National Guard,  
Department of Natural Resources, Department of  
Transportation, Iowa Workforce Development Department

**Significant Functional Interdependencies:** Terrorism Incident Response, Public Health, Medical Services, Human Services, Resource Management, Logistics, Transportation

**Introduction**

**Purpose:** To identify the means and methods needed for the most reasonable and proper handling of the dead in a multiple fatality emergency/disaster situation.

**Scope:** This annex focuses on the role of state government in supporting the mass fatality response activities of local jurisdictions.

**Planning Considerations****Situation**

A mass fatality incident can be any incident that causes more deaths than can be adequately managed by local resources. Examples of incidents within Iowa that may cause mass fatality incidents are transportation accidents, natural disasters, industrial accidents or terrorist acts.

**Assumptions**

1. Most communities do not have the capability to deal with numerous fatalities during an emergency or disaster. When local resources are overwhelmed, state agencies will provide or coordinate basic response actions.
2. The Emergency Management Division (EMD) and/or the Department of Public Health (DPH) should receive initial notification from local emergency management agencies regarding a mass fatality incident. Both agencies are accessible 24 hours a day, 7 days a week.
3. Initial incident assessment and management will be coordinated by the State Medical Examiner's office in collaboration with the County Medical Examiner of the affected jurisdiction.

## Annex U: Mass Fatalities Incident Response

4. Each county should have a Mass Fatality Plan. This may be an annex to the countywide multi-hazard plan or a stand-alone plan.

**Policies**

1. The state will provide the use of resources to support emergency/disaster-related mass fatalities when a determination has been made that local and county resources are overwhelmed.
2. This annex will be used in conjunction with other relevant annexes and appendices of the State Emergency Response Plan.

**Concept of Operations****Federal Interface**

The Mass Fatalities Incident Response Annex corresponds to the following federal functions, as described in the Federal Response Plan:

- Federal Emergency Support Function (ESF) #8, Health and Medical Services;
- Federal ESF #1, Transportation (for transportation-related mass fatalities incidents only).

**Coordination with non-governmental entities**

When the cause of the mass fatalities incident is transportation-related, it is essential that the state quickly develop a close working relationship with the specific carrier(s) involved as well as with representatives of the entire industry for the affected mode of transportation (e.g., airlines, rail, etc.). Iowa Department of Transportation (DOT) and EMD will generally be the lead state agencies responsible for establishing and maintaining these government industry working relationships.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the State Emergency Operations Center (SEOC) when directed to do so by the Governor, the

## Annex U: Mass Fatalities Incident Response

EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.

3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.
5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC for those agency representatives assigned to that location; be prepared to deploy state resources; report any needs to EMD staff; and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

## DEPARTMENT OF PUBLIC HEALTH

1. If notified first, notify EMD of any mass fatality situation(s) within the state and request activation of the SEOC. Note that initial notifications to the DPH are to be made through the department's designated duty officer (see DPH standard operating procedures for more information).
2. Coordinate full-scale recovery, identification, examination, and release of remains as outlined in the State Medical Examiner's Mass Fatality Disaster Plan.
3. During periods of crisis, the State Medical Examiner will designate and, when necessary, train staff to perform various mass-fatalities-response-related functions.
4. Coordinate Critical Incident/Mass Fatality Staging Operations via the State Medical Examiner's Office in conjunction with the County Medical Examiner of the affected jurisdiction.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex U: Mass Fatalities Incident Response

5. Perform Mass Fatality Death Scene Investigations via the State Medical Examiner's Office, in conjunction with local, state, and federal law enforcement agencies and also with other investigating agencies including the Federal Aviation Administration (FAA) and the National Transportation Safety and the Board (NTSB), as needed.
6. Coordinate public relations and/or media requests through the department's public information officer (PIO) and the PIO at the SEOC.
7. Select, organize, and put into operation a Temporary Morgue/Examination Center via State Medical Examiner's Office if the number of fatalities exceeds the resources of the affected jurisdiction.
8. The State Medical Examiner's Office will:
  - a) Coordinate and supervise recovery and transportation of human remains to the examination center, in conjunction with the county medical examiner of the affected jurisdiction;
  - b) Establish and supervise the operation of individual examination stations, including photography/radiography, anthropology, and odontology, in coordination with the county medical examiner and the appropriate medical, law enforcement, and funeral service agencies;
  - c) Examine and identify human remains, and/or supervise such activities, in coordination with the county medical examiner and other local entities;
  - d) Dispose of human remains, and/or supervise such activities, in conjunction with the county medical examiner of the affected jurisdiction and selected funeral service providers;
  - e) Coordinate and oversee the process of notifying family members regarding death of their loved ones, in conjunction with the county medical examiner of the affected jurisdiction, local law enforcement, and funeral service directors;
  - f) Supervise and coordinate the certification of deaths in mass fatality incidents, in conjunction with the DPH Bureau of Vital, the county medical examiner, and selected funeral directors;

## Annex U: Mass Fatalities Incident Response

- g) Coordinate the management of personal effects, in collaboration with the Department of Public Safety (DPS).
9. Coordinate resources sufficient to either a) establish and manage or b) support a Family Assistance Center (FAC). When possible, this facility should be located away from the incident, morgue, and media/public relations sites, but close enough to allow accessibility within a reasonable time. This task may involve coordination and interaction with federal response agencies.
  10. When appropriate, request mobilization and deployment of Iowa Critical Incident Stress Management (CISM) teams to affected areas. Such a request may be made directly to a team or via the Iowa CISM Network (for more information see the Disaster Mental Health attachment to Annex L: Human Services).
  11. Coordinate the issuance of Burial Transit Permits with appropriate funeral directors.

## EMERGENCY MANAGEMENT DIVISION

1. Coordinate the state's response to support mass fatality operations based on requests from the affected local jurisdiction(s).
2. Activate the SEOC as needed or requested.
3. When necessary due to geographical distance or other factors, establish a forward location staffed by appropriate state agencies for the purpose of improving the direction, control, and coordination of the State's role in the mass fatalities incident response (see Annex A: Direction, Control and Coordination.)
4. Notify appropriate state agencies of a mass fatalities situation through established communications channels (see Annex A: Direction, Control, and Coordination, and Annex H: Communications and Warning Systems).
5. If notified first, notify DPH of any mass fatality situation(s) within the state.
6. Coordinate support from county and state organizations (e.g., the Iowa Funeral Director's Association, the Iowa Dental Association) for additional resources and request activation of Iowa's Mortuary Emergency response Team (MERT).

## Annex U: Mass Fatalities Incident Response

7. Coordinate requests for federal level assistance from agencies such as the Federal Bureau of Investigation (FBI); Federal Emergency Management Agency; Disaster Mortuary Operations Response Team; NTSB; FAA; the Bureau of Alcohol, Tobacco, and Firearms; and the Department Of Justice, as appropriate.
8. Coordinate requests for receipt and distribution of state resources in response to a mass fatality incident. These resources include transportation, facilities, supplies, equipment, and personnel. EMD will coordinate these activities in accordance with the Resource Management function described elsewhere in this plan (see Annex C for more information about this function).
9. Monitor to ensure that public relations activities and/or media requests are handled in accordance with the public information function described in this plan (see annex I).

## DEPARTMENT OF PUBLIC SAFETY

1. Assist local and federal (e.g., FBI, FAA, NTSB, etc.) agencies, as needed or requested, with crime scene investigation, site security and containment, traffic control, and other law enforcement responsibilities associated with a mass fatalities incident response.
2. Through the Division of Criminal Investigation, gather information regarding suspected victims such as payroll records, employee time sheets, airline records, etc. and maintain a database of suspected victims. This database will be used to account for the survivors as well as assist in identifying the deceased. Such information will be shared with other agencies as needed.
3. Secure and manage personal effects, in conjunction with the State Medical Examiners Office.
4. Through the State Fire Marshal's Office, assist in the investigation of fire and/or explosive mass fatality incidents when requested (see Annex Q: Law Enforcement).

## DEPARTMENT OF HUMAN SERVICES

1. Provide coordination of Mental Health services for the FAC, as needed.
2. Coordinate mass care disaster services for those affected by mass fatality incidents with the support of the American Red

Annex U: Mass Fatalities Incident Response

Cross (ARC). The Central Iowa ARC Chapter is the lead chapter for the State of Iowa in coordinating ARC services. (See Annex K, Sheltering and Annex L, Human Services.)

3. Coordinate mental health services using all mental health personnel and other resources available at the time of the emergency or disaster. Those resources may include, but are not limited to the American Red Cross, Department of Public Health (CISM Teams), and other mental health providers. (See Annex L, Human Services.)

IOWA DEPARTMENT OF PERSONNEL

1. Provide guidance on compliance with federal regulations and union agreements to agencies with personnel involved in a response to a mass fatalities incident (See Annex D: Finance and Administration).
2. Establish and manage a personnel processing center (see the personnel processing center attachment to Annex C, Resource Management.)

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

1. Provide support (personnel, equipment, and communication capabilities) to assist in mass-fatalities-related operations.
2. Provide Unit Commander liaisons of tasked units to report to the affected county emergency management coordinator to assist with local coordination of Department of Public Defense - Iowa National Guard support.

DEPARTMENT OF TRANSPORTATION

Coordinate the emergency/disaster situation with the NTSB and U.S. DOT, as needed or requested.

IOWA WORK FORCE DEVELOPMENT DEPARTMENT

Oversee workplace safety in a mass fatalities incident.



## Annex V: Terrorism Incident Response

**Responsible Agencies**

Primary: Iowa Department of Public Safety  
Iowa Emergency Management Division

Support: Department of Public Health, Department of Natural Resources, Department of Transportation, Department of Agriculture and Land Stewardship, Information Technology Department, Iowa National Guard, Department of Human Services, Department of General Services, Department of Corrections, Department of Inspections and Appeals, Board of Regents, Iowa Utilities Board

**Significant Functional Interdependencies:** Law Enforcement; Direction, Control, and Coordination; Hazardous Materials Incident Response; Medical Services; Public Health (including response to a biological attack and implementation of the Strategic National Stockpile Program in Iowa); Mass Fatalities Incident Response; Evacuation; Communication and Warning Systems; Public Information; Research, Analysis, and Planning

**Introduction****Purpose**

To identify and assign the activities, assets, and capabilities necessary for state government, in coordination with federal, local, and private-sector partners, to prevent, protect against, and respond to a terrorist attack, and to direct and/or coordinate these efforts through the use of a graduated, incident-appropriate process.

**Scope**

The Terrorism Incident Response Annex is only one of 23 functional annexes that support and expand on the "Basic Plan" component of the Iowa Emergency Response Plan. This annex is inadequate for use as a "standalone plan" and contains only the additional policies, state agency actions, and operating structure modifications that specifically apply when state government becomes involved with responding to the threat or actual occurrence of a terrorist attack. Under these circumstances many other functions will need to be activated in conjunction with this one, including Research, Analysis, and Planning; Direction, Control, and Coordination; Law Enforcement; Resource Management; Public Information; and Logistics.

This function described in this annex is concerned with:

1. Identifying, acquiring, and deploying resources in anticipation of, prevention of, protection from, response to, and/or stabilization of a terrorist attack.
2. Preserving human life, safety, and health.

## Annex V: Terrorism Incident Response

3. Protecting critical infrastructure and other property.
4. Executing state government actions taken in response to the increased likelihood of a terrorist act versus an actual terrorist act.<sup>1</sup> These actions include prevention and protections measures.
5. Ensuring that the public receives complete, accurate, and timely information needed to help them act in their best interests in anticipation of, during, or subsequent to a terrorist attack.
6. Addressing the impacts of a terrorist act, including a domestic and/or international incident, by establishing a federal state local response structure using the relationships set forth in the Federal Response Plan (FRP), the Iowa Emergency Response Plan (of which this annex is a part), and local emergency response plans.

## Planning Considerations

### Situation

The Code of Iowa, subsection 708A.1(3) defines terrorism as "...an act intended to intimidate or coerce a civilian population, or to influence the policy of a unit of government by intimidation or coercion, or to affect a unit of government, by shooting, throwing, launching, discharging, or otherwise using a dangerous weapon at, into, or in a building, vehicle, airplane, railroad engine, railroad car, or boat, occupied by another person, or within an assembly of people." This definition is similar to, and does not conflict with, various federal definitions, including those disseminated by the U.S. Department of Justice and the FBI, and as set forth in United States Code (see 22 USC 2656f(d)).

Although a terrorist act can potentially occur almost anytime and anywhere, it is reasonable to expect that the actual time and location will reflect a desire on the part of the perpetrator to maximize disruption, injury, death, and destruction. Examples of likely targets of a terrorist attack are government facilities, public gathering places, traveling dignitaries, government officials and their family members, law enforcement personnel, the food production system, and military personnel. Through the Critical Asset Protection Planning (CAPP) process, the State of Iowa has identified likely assets throughout the state based on vulnerability and criticality. Under the CAPP concept, each site will take pre-determined actions based on threat levels

---

<sup>1</sup> Actions taken to protect specific assets are not addressed in this plan, but instead are described in the critical asset protection plans of designated sites throughout the state.

## Annex V: Terrorism Incident Response

announced by the federal Office of Homeland Security. These actions are intended to protect key assets, thereby reducing the likelihood that a terrorist attack, if it does occur, will succeed. Although the Iowa Critical Asset Protection Plan complements the Iowa Emergency Response Plan, it is a separate document.

Terrorist weapons can include nuclear devices, radiological material, chemical, biological agents, and explosive and/or incendiary devices. Combined use of these weapons should be anticipated, as should their use as secondary devices. Another approach terrorists can take is to disrupt the flow of goods and services through cyber/infrastructure attacks.

An act of terrorism may produce impacts that will quickly overwhelm state and local capabilities. Those same impacts may also overwhelm federal response capabilities. No single government agency at the local, state, or federal/national level possesses the authority and expertise to act unilaterally on the many difficult issues that result from threats or acts of terrorism, especially those involving chemical, biological or radiological contaminants (also known as "weapons of mass destruction," or WMD).

**Assumptions**

1. The quickly escalating, multi-agency nature of the response to a terrorist incident will require a higher level of coordination and organization than is typically required for a response to most other types of incidents.
2. The intentional nature of a terrorist incident requires that response leadership give additional consideration to the safety of those responding to the emergency.
3. On-site and off-site emergency response and support personnel at the local, state, and federal level will coordinate responsibilities such as controlling access to the incident area, developing public information messages, assigning operational sectors for responding agencies, and assessing potential effects on the population and the environment.
4. This annex may be implemented in situations that involve threatened or actual terrorist attacks in states other than Iowa.
5. The Emergency Management Assistance Compact, or EMAC, will be the primary mechanism used for obtaining resources and other assistance from other states.<sup>2</sup>

Annex V: Terrorism Incident Response

2 A Governor's Proclamation of Disaster Emergency must be in effect in Iowa before the State can request assistance through EMAC.

## Annex V: Terrorism Incident Response

6. The on-scene emergency response to a terrorist incident will be organized using the incident command system (ICS), and will transition to a unified command structure as soon as is practicable. In some instances, such as with a biological or cyber attack, an incident "scene" may not exist. When this is the case, the response structure will be organized according to the professional standards and/or standard operating procedures of the discipline(s) with the requisite expertise and/or authority (i.e., with the medical services network for a biological attack, or with information technology specialists for a cyber attack).
7. Emergency responders will be trained on evidence preservation and conservation protocols and/or procedures and should perform their activities accordingly.
8. Emergency responder organizations will be familiar with, and will operate in accordance with, the U.S. Government's Interagency Domestic Terrorism Concept of Operations Plan.
9. Emergency responder interface with the media will occur in accordance with the protocols and training provided by their respective organizations, in coordination with the guidance put forth by the incident commander.
10. Emergency responder organizations will coordinate releases of information to the media with state government and the FBI.

**Policies**

1. All state government employees deployed to a location forward of the State Emergency Operations Center (SEOC) in response to any emergency or disaster, including the threat or occurrence of a terrorist act, will be trained on and will operate using the Incident Management System, as described in the section of this plan that describes State Forward Operations Teams (see Attachment 1 to Annex A: Direction, Control, and Coordination).
2. State employees involved in the response to a terrorist attack will be aware of the need for evidence preservation and will be trained appropriately.
3. State employee interface with the media is permitted only in accordance with the protocols established by their respective agencies and as coordinated through the Public Information section of this plan (see Annex I).
4. No one will be required to enter an environment that is immediately dangerous to life and health, or otherwise presents

## Annex V: Terrorism Incident Response

an imminent danger, if personal protective capabilities are not available and/or if training levels are not adequate.<sup>3</sup>

5. The Department of Public Safety (DPS), on behalf of the Governor, has the lead for overall direction of state government law enforcement-related activities during the response to an actual or threatened terrorist incident.
6. The Emergency Management Division (EMD), on behalf of the Governor, has the lead for overall coordination of state government resource support functions during the response to an actual or threatened terrorist incident.

## Concept of Operations

### Plan Activation

In most instances, the functional capabilities established in the Iowa Emergency Response Plan are activated subsequent to the occurrence of an actual incident, and are designed to address the impacts of that incident.

The Terrorism Incident Response function, as described in this plan annex, is an exception to this general principle. Unlike the other 22 state response functions, this function includes activities that are implemented because of an increased threat to the life, health, safety, property, or established way of life of the citizens of this state.

Not all threats or actual occurrences of terrorist attacks warrant the same type and degree of response by state government, and therefore a set of "response priority levels" are employed in this annex to guide those who are responsible for the implementation of this function. Response priority levels are determined by two factors. The first is the geographical proximity of the threatened or actual incident(s) to Iowa, and the second is the expected or known magnitude of the impacts of the threatened or actual incident(s). All defined possibilities for each of these two factors (six possibilities for proximity, three for magnitude) have been assigned weights. The weight for each proximity factor is multiplied by the weight for each magnitude factor to obtain total weights. These total weights are then ordered from lowest to highest and partitioned into three groups, called "response priority levels," which form the basis for implementing the state agency actions set forth in this annex.

---

<sup>3</sup> See 29 CFR 1910.120(a) for more information.

## Annex V: Terrorism Incident Response

Threat Factor 1 Definitions, Based on Proximity to Iowa

The definitions are ranked from lowest to highest priority. If multiple definitions apply, the incident should be classified at the highest of the six descriptions that is true.

- Proximity ranking 1:** Threat of an undisclosed nature, as communicated by a state or federal law enforcement agency or other appropriate and credible source
- Proximity ranking 2:** Threat of a specific nature, as communicated by a State of Iowa or federal law enforcement agency or other appropriate and credible source
- Proximity ranking 3:** Suspected terrorist attack in U.S., non-contiguous state
- Proximity ranking 4:** Confirmed terrorist attack in the United States, noncontiguous state
- Proximity ranking 5:** Suspected or confirmed terrorist attack in a state contiguous to Iowa's borders (or anywhere in United States if a "cyber" attack)
- Proximity ranking 6:** Suspected or confirmed terrorist attack within Iowa's borders

Threat Factor 2 Definitions, Based on Magnitude

The magnitude definitions on the following page are ranked from lowest to highest priority, and describe actual incident characteristics for proximity ranking definitions three through six. For proximity ranking definitions one and two, which are based on a threat rather than an actual occurrence, the magnitude definitions should be treated as expected (rather than actual) incident characteristics for purposes of planning and coordinating a response. The incident should be classified at the highest of the three magnitudes for which the description is true.

Annex V: Terrorism Incident Response

**Magnitude**

**Definition**

**LIMITED**

- All of the following are true:
- No fatalities or major injuries
  - No or minimal public reaction/media coverage
  - No critical infrastructure affected
  - The suspected or known perpetrator is unaffiliated with an established terrorist organization

And, at least one of the following is true:

- Minor property damage
- Minor economic impact
- At least one of the following is true:
  - Some fatalities and/or major injuries, but within local mortuary/medical capabilities
  - Public disruption, but within local law enforcement capabilities, with significant local and/or some regional press coverage
  - Critical infrastructure damaged (or otherwise unusable), but the situation can be remedied through normal channels
- Moderate property damage, but short- and long-term recovery capabilities can handle the needs of those affected
- Significant economic disruption, but underlying economic institutions and mechanisms still intact
- The suspected or known perpetrator is affiliated with an established, active terrorist organization

**SERIOUS**

**CATASTROPHIC**

- At least one of the following is true:
  - Hospitals and/or mortuary services overwhelmed with the injured and/or dead
  - Widespread public panic and disorder accompanied by significant regional and/or national media coverage (i.e., a lead regional or national story)
  - Critical infrastructure damaged (or otherwise unusable) beyond repair, restoration, or near-term replacement, leaving large numbers of people without basic services
- Severe and widespread property damage, leaving many without shelter and/or jobs
- Economic activity at a standstill for an intermediate to long span of time
- The suspected or known perpetrator is affiliated with an established active terrorist organization, is known to be currently pursuing multiple targets, and is known to be capable of perpetrating the attack



## Annex V: Terrorism Incident Response

Determination of Terrorism Incident Response Priority Levels

The proximity and magnitude classifications are assigned weights and, in the table below, all possible combinations of proximity and magnitude are displayed in ascending order from left to right and top to bottom.

<u>Magnitude And (Weight)</u>	<u>Proximity - Ranking and (Weight)</u>					
	<u>1 (w = 1)</u>	<u>2 (w = 2)</u>	<u>3 (w = 3)</u>	<u>4 (w = 4)</u>	<u>5 (w = 5)</u>	<u>6 (w = 6)</u>
	Unspecified threat	Specific threat	Suspected Attack, non contiguous state	Confirmed attack, non-contiguous state	Suspected/confirmed attack, contiguous state	Suspected/confirmed attack in Iowa
4 Limited (1)						<b>6</b>
3 Serious (3)		<b>6</b>	<b>9</b>	<b>12</b>	<b>15</b>	<b>18</b>
5 Catastrophic (5)		<b>10</b>	<b>15</b>	<b>20</b>	<b>25</b>	<b>30</b>

Based on the numbers displayed in this table, the following response priority levels have been established for the purpose of determining when the various activities described in this annex are to be implemented—

**Range for Low Response Priority Level: <5 (Outline-style numbers)**

**Range for Medium Response Priority Level: >5 to 15 (Boldface, underlined numbers)**

**Range for High Response Priority Level: >15 (Boldface, shaded numbers)**

**Operational overview**

DPS and EMD, in conjunction with the FBI and local law enforcement authorities, and with the support of the other state agencies identified in this annex, will provide a graduated response to a range of incidents including, from least to most serious:

1. A credible threat, whether verbal, written, intelligence-based, or in some other form.
2. An act of terrorism that exceeds the local FBI field division's capabilities.

## Annex V: Terrorism Incident Response

3. The presence of a WMD capable of causing a significant destructive event confirmed prior to actual loss of life or property (a significant threat).
4. The detonation of a device or other destructive event, with or without warning, that results in limited injury or death.
5. The detonation of a device or other destructive event, with or without warning, that results in substantial injury or death.

Initiation of a state response to a terrorist attack, or the credible threat of such an attack, will occur in most instances after designated state agencies and/or individuals, including the Homeland Security Advisor, DPS, and/or EMD, are notified of the attack or threat by the FBI, the White House, the federal Office of Homeland Security, and/or other federal government sources.

At this time, DPS and EMD, in consultation with the Iowa Homeland Security Advisor, will jointly coordinate implementation of protective measures and other homeland security activities with responsible state agencies.

The FBI may at some point decide to establish a Forward Command Post (FCP) near the scene for coordination with the local incident commander and the representative(s) from state government. If a federal Joint Operations Center (JOC) is established, an EMD representative will be assigned, at least initially, to work there with a FEMA representative to monitor the response as it unfolds, provide advice on decisions regarding the impacts of the incident, and obtain/coordinate the resources necessary to respond to these impacts. Operational reports will be shared between state and federal lead agencies.

As the situation progresses, EMD may activate the SEOC, and may also deploy a state forward operations team, at this or a later time, to a location at or near the scene of the incident (see Attachment 1 to Annex A: Direction, Control, and Coordination for more information about state forward operations teams).

If significant impacts become imminent, EMD will establish a central public information point at the SEOC, and if necessary in the field, to respond to queries from the media and local, state, and federal officials. These public information activities will be closely coordinated with the Governor's Office and the Iowa Homeland Security Advisor.

If an apparent terrorist attack occurs without warning and produces major impacts, EMD will immediately consult with the Governor's Office and make recommendations regarding the need for federal

## Annex V: Terrorism Incident Response

emergency/disaster resources and/or technical assistance. EMD, DPS, and other responsible agencies will make cooperative decisions to the greatest extent possible, within the framework of their respective jurisdictional and statutory authority. EMD and DPS will continuously exchange significant information and share it with the Governor's Office and the Homeland Security Advisor as needed.

Once it has been determined that a threat of terrorist attack no longer exists, or once the response to the impacts of an actual attack has been completed, the EMD Administrator, in consultation with DPS and, whenever possible, with FEMA and the FBI, will direct other state agencies to disengage in accordance with their respective operating procedures. Note that even after federal disengagement under the FRP, federal agencies may continue to assist state and local agencies with monitoring, decontamination, and site restoration under other authorities and plans.

**Federal Interface**

This plan annex corresponds to the Terrorism Incident Annex of the FRP, which states that the FBI field office responsible for the incident site will modify its command post to serve as a federal JOC.

When established, the JOC will coordinate activities between FBI, FEMA, other federal agencies, and state and local agencies, including EMD and DPS. Federal assets may be deployed to avert or reduce the threat of a catastrophe. The FEMA Region VII Director may activate a Regional Operations Center (ROC), which may request a liaison from EMD. The FBI may decide to co-locate the JOC with the FEMA Region VII ROC.

According to the U.S. Government's Interagency Domestic Terrorism Concept of Operations Plan, the federal government has designated the FBI to serve as its "lead federal agency," or LFA, in the event of a terrorist attack. As the spokesperson for the federal response, the LFA is responsible for disseminating information to the White House, Congress, other federal officials, and state and local government officials. In fulfilling this responsibility, the LFA must ensure that the release of public information is coordinated among all responsible entities. The federal Joint Information Center (JIC) is established by the LFA, under the operational control of the LFA's Public Information Officer, as the focal point for the coordination and provision of information to the public and media concerning the federal response to the emergency.

The State of Iowa, through the Governor's Office, the Iowa Homeland Security Advisor, EMD, and DPS, will coordinate response activities, including resource allocation and media releases, closely with the LFA.

Annex V: Terrorism Incident Response

## Annex V: Terrorism Incident Response

**Coordination with Non-Governmental Entities**

Coordination with non-governmental support and resource-provider organizations such as the Iowa Disaster Human Resource Council (IDHRC)<sup>4</sup> will be in accordance with Annex C, Resource Management.

Safety of response personnel will be maintained at all times. No personnel responding to a terrorist attack will be placed in harm's way as a result of any state government decisions, directives, or activities.

**Response Actions**

Response actions are grouped by response priority level first, then by responsible agency. A "high" response priority level automatically includes all "medium" and "low" response priority level actions. A "medium" response priority level automatically includes all "low" response priority level actions.

Low Response Priority Level Actions

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for the actions assigned in this annex.
2. Upon activation of this plan, but when the SEOC has not been activated, provide decision-making personnel to coordinate and assist with policy and strategy development and provide other personnel as needed to support terrorist incident prevention, protection, and response activities at a variety of locations.
3. Coordinate activities with other participant agencies as needed.
4. Ensure firewalls and other protective programs such as virus protection are in place and operational when this annex goes into effect.
5. For state government owned and/or controlled sites identified under the CAPP program, take pre-identified measures appropriate to the threat level in effect per the federal Office of Homeland Security.
6. Monitor mail distribution systems for suspicious packages or letters that may contain contaminants and report any suspicious activities or items to appropriate authorities.

---

<sup>4</sup> IDHRC consists of volunteer resources that previously fell under the title Voluntary Organizations Active in Disaster, or VOAD, as well as faith-based and government agency representatives.

## Annex V: Terrorism Incident Response

7. Monitor information systems and/or email likely to contain computer viruses that may affect computer system operations. Report problems and concerns to the Information Technology Department (ITD) Information Security Office.

## DEPARTMENT OF PUBLIC SAFETY

1. Coordinate the release of public information relating to a terrorism/WMD incident with appropriate local, state and federal agencies (see Annex I: Public Information).
2. Develop and analyze intelligence on terrorist groups and, when appropriate, disseminate information to local, other state, and federal law enforcement authorities.
3. In consultation with the Governor's Office, the Homeland Security Advisor, and the EMD Administrator, determine what level of threat information to disseminate, and to whom.

## HOMELAND SECURITY ADVISOR

1. Advise the Governor of any implications and/or recommended actions associated with a change in threat conditions, as communicated through the federal Homeland Security Advisory System.
2. Determine when information about a likely, imminent, or actual terrorist incident warrants consultation with the Governor's Office. Whenever practicable, this will be done in conjunction with the EMD Administrator, DPS, and other responding state agencies as appropriate for the situation.
3. Contact the White House, the Office of Homeland Security, and/or other federal sources of homeland security-related information and guidance. During this initial contact, verify that the method of contact used was the most direct and up-to-date and, if not, update records accordingly. Record all such communications and share with the Governor's Office as appropriate.
4. Oversee critical asset protection activities for each federal Homeland Security Advisory System threat level, in accordance with Critical Asset Protection Plans and other appropriate guidance, and advise the Governor of outcomes.

Annex V: Terrorism Incident Response

5. In consultation with the Governor's Office, DPS, and the EMD Administrator, determine what level of threat information to disseminate, and to whom.

DEPARTMENT OF PUBLIC HEALTH

1. Serve as the lead technical advisory agency at the SEOC, and on any state forward command posts established, in response to a threatened or actual biological attack.
2. Provide the state public information officer with complete, up-to-date, and accurate public health-related information about a terrorist threat or attack for dissemination to the media and/or directly to the public (see Annex I: Public Information).
3. Provide law enforcement officials with information that may indicate a potential and/or credible threat to public health.

DEPARTMENT OF NATURAL RESOURCES

1. Provide technical information about critical resources, such as public water supply safety.
2. Coordinate emergency notifications with neighboring states' environmental personnel, as the situation requires.
3. Assist the public information function with public information release content by providing technical assistance pertaining to the environment, energy, hazardous materials, air and water quality, and other issues associated with a threatened or actual terrorist attack.

INFORMATION TECHNOLOGY DEPARTMENT

Activate state-enterprise-wide security systems, programs, and procedures to protect against cyber-terrorist attacks; detect threats, attempts, and actual attacks as they occur; and restore affected systems as required. Report status of these activities to appropriate state agency leadership regularly.

## Annex V: Terrorism Incident Response

## DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

1. Assign trained intelligence personnel to provide information assessment and analysis capabilities to DPS, EMD, and other state agencies directly involved in this type of work (see Annex B: Research, Analysis, and Planning).
2. Provide intelligence obtained from military sources about terrorist threats or attacks to the DPS Division of Criminal Investigation, EMD, and the Homeland Security Advisor, within the limitations imposed by the information classification hierarchy.<sup>5</sup>
3. Provide intelligence about terrorist threats or attacks with direct applicability to local jurisdictions to the appropriate local official, such as the county sheriff.
4. Verify operational readiness of the Civil Support Team (CST).  
Background: This is a team of specially equipped and trained National Guard personnel available for activation and deployment to any location in the state at the direction of the Governor, who retains overall responsibility for the unit as long as it is deployed as a state asset. The Adjutant General, or a designee, maintains ongoing operational command and control of the CST when it is deployed as a state asset. If federalized, the CST will fall under the operational command and control of the Joint Task Force Civil-Support, based in Norfolk, Virginia. Local government requests for CST activation are generally made to EMD through the County Emergency Management Coordinator and/or the on-scene incident commander. The decision to deploy the unit will be made by the Adjutant General or a designee, in consultation with EMD and a CST representative. See the EMD Duty Officer Book<sup>6</sup> for complete procedures for requesting and deploying the CST.

The CST is trained and equipped to provide on-scene or remote specialized technical services and support to the on-scene incident commander in the event of a known or suspected terrorist incident involving WMD.

Specifically, the CST deploys to an area of operations to accomplish one or more of the following objectives:

---

<sup>5</sup> The information security levels used by the military are, from lowest to highest: Unclassified, Official Use, Confidential, Secret, and Top Secret.

<sup>6</sup> Copies of the EMD Duty Officer Book are maintained at the SEOC, at EMD's Capitol Complex Office, and with the EMD duty officer on call.



## Annex V: Terrorism Incident Response

- a) Gather and assess information regarding a suspected nuclear, biological, chemical, or radiological incident in support of a local incident commander;
- b) Advise the on-scene incident commander or unified command of appropriate prevention, protection, and response options, activities, and strategies;
- c) Provide requests for additional assistance to expedite arrival of additional state and federal assets to help save lives, prevent human suffering, and reduce or eliminate property damage;
- d) Maintain accessibility of CST assets for state deployments on a seven-day, 24-hour basis, with the ability to utilize all or any component of it's specialized technical skills and equipment;
- e) Provide technical assistance, including:
  - i. Chemical - Agent monitoring and detection
  - ii. Biological - Sampling and presumptive identification
  - iii. Nuclear/radiological monitoring and mitigation
  - iv. Hazard plume modeling
  - v. Electronic real-time access to medical experts and databases throughout the country
  - vi. Nuclear and chemical decontamination of personnel and equipment
  - vii. Secure and non-secure satellite and radio communications by way of a mobile platform (Unified Command Suite)
  - viii. Communication interoperability between different disciplines and government levels.

## DEPARTMENT OF CORRECTIONS

Provide DPS Division of Criminal Investigation agents with information discovered through the prison system about a potential threat to the civilian population, a unit of government, and/or infrastructure.

## DEPARTMENT OF INSPECTIONS AND APPEALS

Monitor food production activities and facilities at levels sufficient to detect and prevent a food-borne terrorist attack and/or respond to such an attack once it has occurred.

## Annex V: Terrorism Incident Response

Medium Response Priority Level Actions

## ALL RESPONSIBLE AGENCIES

1. Provide personnel to staff the SEOC when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
2. Attend emergency/disaster-related briefings and/or "surge training"<sup>7</sup> sessions.
3. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate prevention, protection, and response activities as appropriate for the situation.
4. Maintain logs of SEOC activities, messages, etc.

## EMERGENCY MANAGEMENT DIVISION

1. Coordinate appropriate state agency prevention, protection, and response activities with corresponding local and federal partners.
2. At the direction of the Governor, the Adjutant General, the Division Administrator, and/or the Division Chief of Operations, activate the SEOC for the purpose of responding to the threat or actual occurrence of a terrorist act.
3. In consultation with the Governor's Office, the Homeland Security Advisor, and DPS, determine what level of threat information to disseminate, and to whom.
4. Notify state agencies and local jurisdictions of each change in the threat level, and provide recommendations on how to respond appropriately to these changes.
5. Based on changes in Homeland Security Advisory System threat level, implement Critical Asset Protection Plans (CAPPs) for those assets for which the division has direct critical asset protection responsibilities, and notify all other agencies responsible for protecting critical assets when to implement their respective CAPPs.

<sup>7</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

## Annex V: Terrorism Incident Response

6. Define priorities, review situation status, resolve conflicts, identify issues that require decisions from higher authorities, evaluate the need for additional resources necessary to support prevention of, protection from, and response to a terrorist attack, and to formulate post-threat/post-incident action plans
7. Assign prevention, protection, and response tasks to state agencies and track the status of these tasks to completion. (Ongoing coordination should occur between DPS and EMD to provide a capacity to control, prioritize, de-conflict, and, when available, to obtain reimbursement for assignments given to state agencies.)
8. In conjunction with DPS, and other responding state agencies as appropriate for the situation, assist the state Homeland Security Advisor, when requested, with determining when information about a likely, imminent, or actual terrorist incident warrants consultation with the Governor's Office.
9. Coordinate the release of public information relating to a terrorism/WMD incident with appropriate local, state, and federal agencies. Whenever practicable, combine the state and federal JIC to improve the likelihood of speaking with "one voice." (see Annex I: Public Information).
10. Establish a state JIC at the SEOC and, if necessary, in the field, to respond to queries from the media and local, state and federal officials (see Annex I: Public Information). Coordinate these and all other public information activities closely with the Governor's Office and the Homeland Security Advisor.
11. Appoint an EMD liaison to the JOC, to the federal JIC when not combined with the state JIC, and/or to other federal coordination centers if they are established in the state.

## DEPARTMENT OF PUBLIC SAFETY

1. Deploy a department representative to the scene of the incident to provide direction, control, and coordination of state government law enforcement operations and act as a liaison to:
  - a) The on-scene Incident Commander or the Unified Command group, as applicable;
  - b) The lead federal and local law enforcement agencies.
2. In conjunction with EMD and other state agencies assigned to respond to a terrorist attack, assist the Governor's Homeland

## Annex V: Terrorism Incident Response

- Security Advisor, when requested, with determining when information about a likely, imminent, or actual terrorist incident warrants consultation with the Governor's Office.
3. Appoint a liaison to serve at the federal JOC and/or federal JIC, should the FBI decide to establish either or both of them.
  4. Appoint a public information professional to serve in the state Joint Information Center, if established. When the state and federal JICs are merged or co-located, the same individual may represent DPS at the JIC for both state and federal purposes.
  5. After a terrorist attack within or adjacent to Iowa's borders, work with other agencies and/or the Research, Planning, and Analysis function to identify additional sites throughout the state vulnerable to attack (see Annex B: Research, Planning, and Analysis).
  6. Prepare action plans, identify critical resource requirements, and obtain the operational capabilities needed to respond effectively to acts of terrorism.
  7. Coordinate with local and federal law enforcement agencies to preserve evidence in support of criminal investigation activities.
  8. Provide advice and other assistance for bomb detection and/or handling for a potential, imminent, or actual terrorist incident. Coordinate with city bomb technicians performing the same or similar functions.
  9. Coordinate with DNR and DOT to ensure the most effective assignment of state law enforcement personnel and related resources, in support of the implementation of this annex, and track the ongoing status of these assignments. Coordination of all agency resource assignments should also occur between DPS and EMD to control, prioritize, de-conflict, and as appropriate, to audit and provide reimbursement for assignments given to state agencies.
  10. Coordinate state government law enforcement operations with the federal and local law enforcement. Maintain open communication channels with each.
  11. Assist in the dissemination of warnings, the augmentation of emergency communications, and the evacuation of risk areas prior to, during, and following a threatened or actual terrorist/WMD attack.

## Annex V: Terrorism Incident Response

12. Assist with the development of protective action recommendations or directives for the public when such recommendations/directives involve traffic control, access control, and/or evacuation.

## DEPARTMENT OF PUBLIC HEALTH

1. Coordinate support to local emergency medical and public health operations, and provide state capabilities not available to local jurisdictions.
2. Assist local officials with disease identification, surveillance, investigation, evaluation, assessment, and radiological health monitoring during and after an attack and determine likely secondary impacts.
3. Provide assistance to local public health with the management of immunizations, quarantines, and distribution of prophylaxes.
4. Working with EMD, the Governor's Office, and local officials from affected areas, activate and implement the Strategic National Stockpile (SNS) Program in Iowa when deemed appropriate and in accordance with the process described in the SNS document attached to Public Health Annex of this plan (see Attachment 1 to Annex T).
5. Provide technical advice to medical facilities on how to receive, treat, and care for patients contaminated as a result of a terrorist attack involving the use of chemical, radiological, or biological weapons.
6. In consultation with other state agencies, the Environmental Protection Agency (EPA) and other federal agencies, hazardous materials response teams, and/or academic/private sector specialists, develop criteria for identification of areas that are potentially unsafe due to contamination by chemical, radiological, nuclear, or biological agents, and monitor for compliance with restrictions placed on entry into these areas.
7. Recommend protective actions for first responders and the general public for terrorist attacks.
8. In the event of a biological attack, implement applicable departmental plans and standard operating procedures in support of the DPH responsibilities set forth in this plan, and in particular those described in the following annexes: Radiological Incident Response (P); Public Health (S); Medical Services (T); and Mass Fatalities.

## Annex V: Terrorism Incident Response

## DEPARTMENT OF NATURAL RESOURCES

1. Respond to terrorist acts that threaten or diminish Iowa's energy resources in accordance with the Iowa Energy Emergency Plan (Annex C, Attachment 3).
2. Respond to terrorist acts that threaten or diminish Iowa's water resources, including private and state-owned dams.
3. Support the collection, analysis, and assessment of meteorological data and determine the impact it may have on effectively managing response to a terrorist attack. Make recommendations based on these findings to the SEOC, if activated, or otherwise to appropriate state agency leadership.
4. Implement plans and procedures to monitor, prevent, effectively manage, and recover from adverse environmental impacts resulting from a threatened or actual terrorist attack.
5. In coordination with IDALS, provide technical assistance to response organizations when products such as fertilizer, pesticides, or other agricultural chemicals are converted to weapons and used in acts of terrorism.

## DEPARTMENT OF TRANSPORTATION

1. Provide law enforcement personnel to assist the DPS and local and federal law enforcement officials as required in support of efforts to prevent, protect against, or respond to a terrorist attack.
2. Support the implementation of designated traffic control, access control, and traffic rerouting measures.
3. Provide emergency engineering services to support the continued operability of transportation systems located within Iowa.
4. Provide technical support for terrorism incidents involving the transportation of radiological materials. DPH is the lead state agency for radiological incidents in Iowa.

## DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

1. Upon receipt of a credible terrorist threat to agricultural resources, mobilize field staff for obtaining, transporting, and testing of potential plant or animal disease samples in support

## Annex V: Terrorism Incident Response

of surveillance, detection, and containment objectives (see Annex D: Logistics and Annex W: Infectious Animal Disease Disasters).

2. For credible threats or actual terrorist attacks involving animal diseases, oversee operations as specified in Annex W: Infectious Animal Disease Disaster Response, and in the department's supporting operating procedures.
3. Establish emergency liaison contacts with the Iowa State University Extension Service, the U.S. Department of Agriculture, EPA, the Food and Drug Administration, and other response partners as required to prevent, protect against, or respond to a terrorist attack.
4. Report threat information pertaining to terrorist attacks affecting agriculture to appropriate authorities, including the Homeland Security Advisor, the Governor's Office, DPS, and/or local law enforcement officials.
5. In coordination with DNR, provide technical assistance to response organizations when products such as fertilizer, pesticides, or other agricultural chemicals are converted to weapons and used in acts of terrorism.
6. Coordinate closely with DPH in response to a zoonotic disease outbreak that threatens or occurs within Iowa.

## INFORMATION TECHNOLOGY DEPARTMENT

1. Activate a pre-established, multi-disciplinary team of information technology experts, known as the Iowa Crisis Action Team (ICAT),<sup>8</sup> and deploy to the State Emergency Operations Center to aid in the detection and elimination of computer viruses and other cyber-incidents that may be the result of terrorist activities.
2. Coordinate with the National Infrastructure Protection Center (NIPC) in response to the threat or perpetration of a significant cyber-terrorism attack in the U.S.
3. Activate the ICAT to aid local, state, and federal agencies in the detection and elimination of cyber-terrorism threats and attacks, and/or to support state government's response to the impacts of

---

<sup>8</sup> The ICAT brings together people with diverse technical skills in response to a cyber attack that has occurred or is imminent. The ICAT will also be activated when there is a disaster that has had a direct impact on data or voice communications.

Annex V: Terrorism Incident Response

a non-cyber terrorist attack that affects information technology systems and the critical infrastructures that these systems support.

DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

Provide one or more liaisons to the SEOC in anticipation of, during, and after a terrorist attack.

DEPARTMENT OF GENERAL SERVICES

1. Upon request, and in response to the threat or occurrence of a terrorist act, provide state agencies and governmental subdivisions with technical assistance in the areas of architectural and engineering services, infrastructure restoration, temporary relocation of government facilities/operations, and estimation of structural recovery costs.
2. Install additional building entrance security measures, such as metal detectors, at state facilities determined to be critical and/or at high risk, or when otherwise directed to do so by state agency leadership.
3. Install additional perimeter security measures, such as fencing and/or alarms systems, at state facilities determined to be critical and/or at high risk, or when otherwise directed to do so by state agency leadership.

IOWA BOARD OF REGENTS

1. Provide expertise and technical assistance to other state agencies during a terrorism incident through Iowa Regents institutions and associated facilities, including the University of Iowa Hygienic Laboratory.
2. Serve as a liaison between state government and private colleges and universities to facilitate the flow of information and resources.
3. Reduce or cancel activities at Regents institutions as specified in each institution's respective security procedures and policies, or when otherwise deemed necessary to protect the health and safety of students, employees, and others for which the institutions have responsibility.
4. Ensure campus public safety/security organizations are regularly sharing information about threats or incidents with state and local law enforcement authorities, and are communicating the



Annex V: Terrorism Incident Response

implementation of additional security or law enforcement activities to the SEOC, either directly or through the Office of the Board of Regents.

DEPARTMENT OF CORRECTIONS

Assess security levels at all DOC institutions and review procedures and policies for any additional actions, such as lock-downs, that may be necessary due to the threat or actual occurrence of a terrorist attack.

IOWA UTILITIES BOARD

1. In conjunction with the Governor's Office, the DNR Energy Bureau, EMD, and other agencies as necessary, participate in the development of public information releases addressing energy issues resulting from a potential or actual terrorism incident.
2. Support the Research, Analysis, and Planning function by gathering information about the geographical extent of service outages, the estimated duration of the outages, and restoration plans following a terrorism attack (see Annex B: Research, Analysis, and Planning).

High Response Priority Level Actions

ALL RESPONSIBLE AGENCIES

1. Initiate agency personnel notification and callback actions.
2. Following a terrorist attack, maintain continuity of critical state government functions (continuity of operations) and preservation of the institutions comprising the democratic form of government (continuity of government) in accordance with agency and state-level plans and procedures.
3. Protect important or sensitive records and services, in accordance with agency-specific continuity of operations plans and system-specific contingency plans, during and after a cyber or conventional terrorist attack.

DEPARTMENT OF PUBLIC SAFETY

1. Assign liaison and advisory personnel to support EMD with coordination of state resource and activity taskings.

## Annex V: Terrorism Incident Response

2. Make recommendations to the on-scene incident commander and the SEOC regarding protective actions applicable to first responders and the general public for incidents involving incendiary, chemical, or explosive attacks.
3. Implement the necessary security, accessibility, and traffic control restrictions across the state as well as within the incident site should a terrorism incident occur (see Annex Q: Law Enforcement).

## EMERGENCY MANAGEMENT DIVISION

Coordinate the transition from prevention, protection, and response activities to disaster assistance and recovery operations by using applicable communication channels, assessments, and procedures (see the Iowa Recovery Plan for information about recovery-related activities).

## DEPARTMENT OF PUBLIC HEALTH

1. Coordinate the state's survey and assessment of the public health situation in affected areas following a terrorist attack.
2. Coordinate actions of the Medical Services function (see Annex T) and the Mass Fatalities function (see Annex U) with this function to ensure that they are mutually supportive and to minimize conflicting and redundant activities.
3. Assess health conditions at shelters and recommend remedial actions when needed (see Annex K: Sheltering).
4. Establish a Family Assistance Center (see Annex U: Mass Fatalities).
5. Support critical incident stress management activities as requested.

## DEPARTMENT OF NATURAL RESOURCES

1. Provide law enforcement personnel to assist DPS and local and federal law enforcement officials in support of efforts to prevent, protect against, and respond to a terrorist attack.
2. Provide technical recommendations to federal partners, local responders, and other state agencies to support response to a terrorist act involving a chemical, biological, radiological, nuclear, incendiary, and/or explosive weapon.

## Annex V: Terrorism Incident Response

3. Assist the Department of Public Health (DPH) with determining when sites are cleared for safe re-entry.
4. Provide technical assistance to state agencies, emergency support agencies, local jurisdictions, and private contractors regarding environmental issues that arise during the removal, storage, reduction, and disposal of debris. Coordinate this assistance with the EPA as needed, either directly or through the Federal Response Plan (FRP), when activated.
5. For terrorist attacks involving animal diseases, oversee carcass disposal activities as specified in Annex W: Infectious Animal Disease Disaster Response, and in the department's supporting operating procedures.

## DEPARTMENT OF TRANSPORTATION

1. For terrorist attacks involving animal diseases, provide contracting and technical support to the DNR with carcass disposal, as specified in Annex W: Infectious Animal Disease Disaster Response, and in the department's supporting operating procedures.
2. In accordance with Annex F: Transportation and Iowa DOT internal procedures, coordinate or assist with the restoration of road, railroad, aviation, transit, and water transportation infrastructure disruptions as a result of a terrorism incident or attack.
3. Maintain an inventory of equipment and resources available to support the ongoing state efforts to prevent, protect against, and response to terrorist attacks involving weapons of mass destruction (WMD).
4. Install moveable concrete barriers and/or other passive traffic control devices, as needed, to provide perimeter control around emergency/disaster sites or to secure critical facility sites by limiting vehicular access.

## DEPARTMENT OF HUMAN SERVICES

1. Arrange for crisis counseling for those affected by a terrorist attack or the threat of such an attack, including the people actually impacted, their friends and families, and the general public. The primary resources available in Iowa are the federal Crisis Counseling Program (CCP) administered through DHS, the Disaster Mental Health Services offered by the American Red

## Annex V: Terrorism Incident Response

Cross (ARC), and the NOVA9 Crisis Response Teams activated through the Iowa Attorney General's Office (see Attachment 1: Disaster Mental Health to Annex L: Human Services).

2. Obtain Critical Incident Stress Management (CISM) resources for first responders when local CISM resources and the statewide network have been exhausted (see Annex L: Human Services).
3. In accordance with the sheltering and human services annexes of this plan, as supported by DHS internal policies and procedures, provide for mass care and sheltering operations in a timely manner during a terrorism incident.
4. Coordinate efforts with local governments and the IDHRC.
5. Provide reunification services for people who find themselves separated from family members or, alternatively, support/augment these services as needed if they are already being performed by another entity.

## INFORMATION TECHNOLOGY DEPARTMENT

Provide technical personnel to help agencies set up temporary work areas at alternate facilities when primary facilities have been made unusable due to a terrorist attack.

## DEPARTMENT OF PUBLIC DEFENSE – IOWA NATIONAL GUARD

Upon request, support state and local terrorist incident prevention, protection, and response efforts in the following areas, in accordance with Iowa National Guard SOPs and/or as specified elsewhere in this plan:

- a) Backup communications;
- b) Coordination of support at all levels of prevention, protection, and response;
- c) Air and ground transportation and reconnaissance;
- d) Area security and civil disturbance control, in coordination with local, state, and federal law enforcement personnel;
- e) Support for search and rescue operations;
- f) Air and ground fire fighting, as appropriate;
- g) Radiological monitoring and reporting for peacetime nuclear accidents/incidents;
- h) Debris clearance;
- i) Engineering support;

---

<sup>9</sup> National Organization for Victim's Assistance

Annex V: Terrorism Incident Response

- j) Emergency equipment and, when necessary, transportation and/or operation of the equipment provided.

DEPARTMENT OF CORRECTIONS

Provide personnel, inmate resources, and/or other resources to support terrorist incident prevention, protection, and response operations in accordance with the rest of this plan and departmental plans, policies, and procedures.

IOWA UTILITIES BOARD

Provide technical expertise in support of the recovery of energy and communications infrastructures.

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

**Resource Deployment Priorities**

The SEOC as well as JOC will ensure that conflicts are resolved, overall incident objectives are established, and strategies are selected for the use of critical resources during all levels of response. These strategies will be based on the following priorities:

1. Preserving life or minimizing risk to health.
2. Preventing a threatened act from being carried out or an existing act from being expanded or aggravated.
3. Locating, accessing, rendering safe, controlling, containing, recovering, and disposing of WMD devices that have not yet functioned.
4. Rescuing, decontaminating, transporting, and treating the injured. This includes preventing secondary casualties as a result of contamination or collateral threats.
5. Releasing public information that ensures adequate and accurate communications with the public from all involved agencies.
6. Restoring essential services and mitigating suffering. This includes resources directed to locating family members and relatives after an incident.
7. Apprehending and successfully prosecuting perpetrators.
8. Site restoration.

**Cyber-Terrorism**

A cyber-attack on one or more critical infrastructures may take away essential services needed for maintaining the safety and welfare of Iowa's citizens. State, county and local governmental agencies, as well as Iowa private-sector organizations, are responsible for operating and maintaining critical infrastructures. The Department of Information Technology, with support coordinated through EMD, serves as state government's lead in responding to cyber-terrorism threats and attacks.

**Bio-terrorism**

Widespread illness resulting from a biological attack could easily overburden local resources and capabilities. Key components of a response to such an attack include:

1. Interagency coordination and communication;
2. Epidemiological capacity to quickly and accurately detect an outbreak;
3. A mass prophylaxis delivery mechanism (including the receipt and distribution of vaccines, pharmaceuticals, and supplies through the Strategic National Stockpile program)
4. Emergency medical service and mass fatality capabilities adequate to meet surge requirements that may far exceed normal demands on these resources.

These response capabilities are addressed in, Annex S: Public Health, Annex T: Medical Services, and Annex U: Mass Fatalities, and the standard operating procedures of the Department of Public Health.

**Attacks Using Chemical Weapons**

Many of the numerous highly toxic chemical agents and sophisticated agent delivery systems that have been developed in the last century have the capability to produce mass casualties if used in a terrorist attack. Local first responders, supported by local and regional hazmat teams and the 71st Civil Support Team, are available for identifying and neutralizing the agent and working with the state's medical services network to address the needs of the injured. State government's response to a significant hazardous materials release, whether it is accidental or terrorist-caused, is described in Annex O: Hazardous Materials Incident Response. The associated medical response is covered in Annex T: Medical Services.

## Annex V: Terrorism Incident Response

**Agroterrorism**

Achieving agroterrorism prevention, protection, and response objectives involves collaboration among IDALS, DPS, DNR, EMD, state and national agricultural producer associations, and other public and private partners. Movement of key resources in support of a variety of prevention, protection, and response actions will be in accordance with Annex W: Infectious Animal Disease Disaster Response and, when applicable, with Annex S: Public Health.

Agroterrorism may not be limited to infectious animal or plant diseases but could potentially include the use of hazardous materials such as commonly used pesticide or fertilizer products. The use of these substances in an act of terrorism is addressed in Annex O: Hazardous Materials Incident Response.

## Annex W: Infectious Animal Disease Disasters

**Responsible Agencies**

Primary: Department of Agriculture and Land Stewardship  
Support: Emergency Management Division, Department of Transportation, Department of Natural Resources, Department of Public Safety, Department of Public Health, Department of Public Defense – Iowa National Guard, Board of Regents

**Significant Functional Interdependencies:** Direction, Control, and Coordination; Law Enforcement; Logistics; Public Information; Public Works and Engineering; Resource Management; Terrorism Incident Response

**Introduction****Purpose**

To identify, assign, and coordinate the key activities necessary for implementing an effective response to a potential or actual outbreak of any infectious animal disease that is capable of producing severe adverse health consequences for Iowa's animal populations and, subsequently, for the state's social and economic stability.

**Scope**

1. This function is not activated for all animal disease outbreaks that occur in Iowa or that otherwise pose a threat to Iowa. Many such outbreaks are handled routinely by private practice veterinarians and/or the veterinarians employed by the Office of the State Veterinarian. Instead, this function is limited to coping with foreign animal diseases, emerging animal diseases, and any other animal disease that meets one or more of the following criteria:
  - a) It is one of the International Animal Health Code "List A" diseases, as designated by the Office International Des Epizooties (OIE);
  - b) It falls outside of the domain of the state's routine prevention and response activities and capabilities;
  - c) It is highly contagious, and therefore creates a significant risk of rapid transmission across a large geographical area, including non-contiguous areas;
  - d) It causes above normal morbidity (illness) or mortality (death) in animal populations, per unit of time;



## Annex W: Infectious Animal Disease Disasters

- e) It creates the potential to cause widespread personal hardship within the agricultural community and/or is detrimental to the state or national economy.
2. This function addresses:
    - a) The activation of communication channels unique to animal disease emergency response (i.e., those that supplement the primary lines of communication described in Annex A: Direction, Control, and Coordination);
    - b) The clarification and coordination of interdependent local-state-federal responses;
    - c) Methods of prevention, surveillance, detection, containment, and eradication;
    - d) Activities intended to facilitate the return to normal production levels for affected animals.
  3. When an infectious animal disease outbreak occurs outside of Iowa but at a location that poses a threat to the state's animal industry, activation of this function should result in the prevention of an animal disease disaster occurring in Iowa. In the event that introduction of such a disease into the state does occur, the function will facilitate the rapid elimination of the threat to animal health and/or production.
  4. This function coordinates the state resources available and state agency actions to be taken in response to an infectious animal disease outbreak in Iowa or that threatens Iowa. Because this functional annex is part of state government's emergency response plan, it cannot commit resources or assign responsibilities to non-state-government entities, but does describe key expected actions for local government, the federal government, and affected industries and their associations.
  5. In-depth procedures for implementing the expected actions contained in this annex have been developed by the Iowa Departments of Agriculture and Land Stewardship, Natural Resources, Transportation, and Public Defense.

**Definitions of Specialized Terms Used in this Annex**

Area Veterinarian in Charge (AVIC): The lead Federal Veterinarian for USDA's Animal and Plant Health Inspection Service (APHIS) Veterinary Services (VS) agency in a specified area. Nationwide, AVICs are assigned to 42 areas that encompass one or more states. They

## Annex W: Infectious Animal Disease Disasters

administer the federal veterinary programs within their assigned areas, in conjunction with the State Veterinarian's Office.

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

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

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

Depopulation: See "euthanasia."

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

Federal Response Plan: A document that describes the mechanism and structure by which the Federal Government mobilizes resources and conducts activities to address the consequences of a disaster or emergency that overwhelms the capabilities of state and local governments.

Foreign Animal Disease Diagnostician: A veterinarian who has received specialized training qualifying her or him to diagnose specific animal diseases using field analysis, laboratory test results, or a combination of the two.

Presumptive positive diagnosis: The State Veterinarian's determination that an animal has contracted an infectious animal disease, based on a field analysis by a Foreign Animal Disease Diagnostician (FADD) and/or preliminary laboratory results and, when available, the judgement of the AVIC.

Quarantine Zone: The area extending immediately around herds presumed or confirmed to be infected with an infectious animal disease. The State Veterinarian determines the radius of this area under the advisement of the AVIC. Within a quarantine zone, certain

## Annex W: Infectious Animal Disease Disasters

movement restrictions on vehicles, animals, and animal products will apply, as will cleaning and disinfection requirements. If movement restrictions on people are involved then concurrence from the Governor is required.

Regional Emergency Animal Disease Eradication Organization (READEO): Consists of trained animal health specialists comprising two pre-designated and regionally-organized task forces. These groups stand ready to assemble for the purpose of eradicating a major animal disease outbreak.

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

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

### **Activation and Primary Goals of this Function**

Activation of this function will occur in accordance with the action level definitions described below. This annex to the State Emergency Response Plan is intended to provide the Governor, the Iowa Secretary of Agriculture, and other key state government decision-makers with a prudent and well-reasoned course of action aimed at controlling and eradicating a serious infectious animal disease outbreak.

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

The AVIC is the federal counterpart to the State Veterinarian. Coordination with USDA through the AVIC is an integral factor in the successful execution of this annex.

The following are definitions of the four action levels associated with the implementation of this function. Level I is the most serious (highest priority), Level IV the least (lowest priority). Actions normally taken at a particular action level may be taken prior to that level if the

## Annex W: Infectious Animal Disease Disasters

outbreak is strongly suspected to be, or is confirmed to be, intentionally caused.

LEVEL IV

Triggered by a confirmed positive case from one of the National Veterinary Services Laboratories (NVSLs) in Ames, Iowa or Plum Island, New York for a case of a high-risk infectious animal disease in the U.S., Canada, or Mexico, with no presumptive or confirmed cases identified within Iowa.

-OR-

Triggered by a presumptive positive case of a high-risk infectious animal disease received from an NVSL lab for a state with confirmed trace-outs to Iowa and/or with high commerce in susceptible animals with Iowa and/or having a shared border with Iowa, with no presumptive or confirmed cases identified within Iowa.

Level IV Primary Goal – To **prevent** a high-risk infectious animal disease that has been detected in the U.S., Canada, or Mexico from entering Iowa's borders. This goal will be accomplished through heightened surveillance, animal contact tracing, communication with affected states, the establishment and enforcement of border protocols, and related actions described in this plan or directed by the State Veterinarian.

LEVEL III

Triggered by a presumptive positive case of a high-risk infectious animal disease received from an NVSL lab for a case in Iowa. This is for the first case in Iowa. For subsequent cases in Iowa, a presumptive positive case may trigger a higher action level, at the discretion of the State Veterinarian.

Level III Primary Goal – To **contain** a presumptive positive case of a high-risk infectious animal disease detected in Iowa (first case in the state) until either a positive or negative confirmation of the presence of the disease has been obtained from the appropriate authority. This goal will be accomplished by continuing to carry out appropriate Level IV activities, as well as by establishing intrastate movement controls, quarantines, and biosecurity measures.

LEVEL II

Triggered by a confirmed positive case from an NVSL laboratory for a case in Iowa. This is for the first case in Iowa. At the discretion of the State Veterinarian, this level of action may potentially be triggered by a presumptive positive result in Iowa if other cases exist in the state,

## Annex W: Infectious Animal Disease Disasters

or are verified in another state with confirmed trace-outs to Iowa and/or with high commerce in susceptible animals with Iowa and/or having a shared border with Iowa.

Level II Primary Goal – To quickly and efficiently **eradicate** all instances of high-risk infectious animal disease in Iowa. This will be accomplished by continuing to carry out appropriate Level IV and Level III activities as well as by effecting the humane euthanization of infected and potentially infected animals and disposing of their carcasses in an environmentally sound manner.

LEVEL I

Triggered by a confirmed positive case from an NVSL lab for a case in Iowa, accompanied by at least one or more additional presumptive or confirmed positive case(s) at a non-contiguous site (or sites) within Iowa. The number of additional non-contiguous infected sites needed to trigger this action level will vary depending on the disease. For example, for foot-and-mouth disease, one additional site would generally be sufficient.

Level I Primary Goal – To **obtain needed resources** and other forms of assistance from other states and/or from the federal government when needed to continue the quick and efficient eradication of all instances of high-risk infectious animal disease in Iowa, once state and local means to do so have become inadequate. This will be accomplished by using these additional resources to support and augment the continued execution of Level IV, Level III, and Level II activities.

**Planning Considerations****Situation**

The livestock business in Iowa comprises a multi-billion-dollar-a-year industry. Iowa livestock and dairy products make up almost half of state total farm receipts and contribute a significant share of the total value of United States agricultural production. Nationally, Iowa ranks number one in swine production and fifth in beef production.

The set of infectious animal diseases that are of the most concern to the Iowa agricultural and veterinary community are consistent with Office International Des Epizooties (OIE), International Animal Health Code, classification of List A diseases that spread rapidly and cause major socioeconomic or public health consequences. List A diseases include, but are not limited to, foot-and-mouth disease, swine

## Annex W: Infectious Animal Disease Disasters

vesicular disease, classical swine fever (hog cholera), highly pathogenic avian influenza, and rinderpest.

Iowa currently is free of OIE List A diseases. Introduction of any List A disease could have a serious adverse effect on Iowa's agriculture industry by limiting or preventing trade of economically important animals and animal products both domestically and internationally. An infectious animal disease disaster could be introduced either accidentally or intentionally.

The Iowa Department of Agriculture and Land Stewardship (IDALS) has had in place effective rules and regulations regarding import of animals and animal products. These help ensure that the health status of Iowa's animals remains at current acceptable levels.

IDALS, in conjunction with the AVIC, have an established protocol for investigating infectious animal diseases.

IDALS, in conjunction with the Food Safety and Inspection Service (FSIS), currently monitors animals, pre- and post-harvest, for infectious disease conditions.

Iowa's producers and practicing veterinarians play a central role in monitoring the health status of Iowa's animals. At the local level, producers can do the most to prevent the introduction of infectious animal diseases by ensuring adequate biosecurity for their farms and animals.

**Assumptions**

1. If an infectious animal disease disaster occurs in Iowa, the most probable means of discovery will be by trace information from: another state, a foreign animal disease investigation, private practice veterinarians, animal owners, slaughter plants, and/or State/Federal inspectors.
2. Infectious animal disease disasters may require a quarantine of infected and exposed premises, the establishment of cleaning and disinfecting procedures, and additional record keeping by producers and/or veterinarians.
3. Infectious animal disease disasters may require mass euthanasia and disposal of infected or exposed animals.
4. If euthanasia becomes necessary to eradicate an infectious animal disease in Iowa, the Department of Natural Resources (DNR) may waive certain environmental protection restrictions

## Annex W: Infectious Animal Disease Disasters

- to facilitate the timely and efficient disposal of euthanized animals.
5. Infectious animal disease disasters may require the development of a Quarantine Zone, inside of which increased biosecurity measures can be implemented.
  6. Infectious animal disease disasters may require the use of fire departments and hazmat teams to provide personnel, equipment, and supplies to establish and operate cleaning and decontamination areas for biosecurity purposes.
  7. State requests for county and municipal resources, including personnel, equipment, and supplies, will be coordinated through the appropriate County Emergency Management Agency whenever practicable.
  8. Municipal and county engineer's offices or public works agencies will provide personnel and equipment to bury euthanized livestock.
  9. Local law enforcement agencies will enforce restrictions on the movement of people, vehicles, equipment, livestock, and restricted products into and out of quarantined areas.
  10. Infectious animal disease disasters may require contact and movement restrictions on people, susceptible animals, non-susceptible animals, animal products, animal wastes, and personal property.
  11. Infectious animal disease disasters may require euthanasia of susceptible wildlife or other wildlife capable of further spreading of the disease.
  12. Infectious animal disease disasters may require the use of volunteer or temporarily-federally-employed veterinarians to aid in prevention, detection, control and eradication of the disease.
  13. Increased awareness of an infectious animal disease disaster will prompt increased vigilance and reporting of diseases by producers, veterinarians, and other states.
  14. Livestock producers will keep accurate and up-to-date records of all livestock movements, which will be furnished to the State Veterinarian upon request.
  15. Initially, local and state resources will be employed to control an infectious disease disaster. However, when necessary, federal

## Annex W: Infectious Animal Disease Disasters

resources may be mobilized to aid in response to a disease outbreak through a declaration of emergency by the President and/or a declaration of extraordinary emergency by the U.S. Secretary of Agriculture. These declarations would release funds for federal agencies to provide assistance to all states, including but not limited to funds for indemnity of livestock that are euthanized for the purpose of eradicating a disease.

16. The USDA will establish and enforce prohibitions and restrictions as necessary to prevent the introduction of foreign infectious animal diseases into the United States.
17. The American Red Cross will provide a variety of support services to affected individuals, families, and businesses including, but not limited to, crisis counseling, critical incident stress management, community briefings/debriefings, and support groups (see Annex L: Human Services).
18. Critical incident stress management (CISM) services will be made available to volunteer and paid workers involved in responding to an infectious animal disease outbreak in Iowa (see the disaster mental health attachment to Annex L: Human Services, for more information on CISM).

**Policies**

1. The preservation of the lives, health, safety, and, to a lesser extent, the property of all Iowans remains a priority during any emergency response effort.
2. IDALS will maintain ongoing control and surveillance programs to ensure acceptable health standards for Iowa's animals, and will continue to investigate suspicious disease reports and determine the risk to Iowa's animals. Only when such a report meets the criteria described in the Plan Activation section of this annex, or when the State Veterinarian otherwise feel it necessary, will this annex of the Iowa Emergency Response Plan be activated.
3. IDALS and the DNR have primary state government responsibility for agricultural animal health and wildlife health, respectively.
4. Iowa's Secretary of Agriculture is responsible for notifying the Governor when Iowa's animal industry is at risk due to an infectious disease outbreak.



## Annex W: Infectious Animal Disease Disasters

5. Infectious animal disease response efforts will be managed by a unified command consisting of representatives of the Iowa Departments of Agriculture and Land Stewardship, Public Defense, Public Safety, Transportation, and Natural Resources, with oversight from the Office of the Governor.
6. The Iowa Department of Public Health will be consulted before undertaking any activity that may have an immediate or long-term effect on human life, health, or safety.
7. All infected livestock or infected livestock carcasses brought to a packing plant must be harvested or destroyed, and may not leave that facility until processed.

**Concepts of Operations****Operational Overview**

IDALS currently monitors the disease status of Iowa's animals. When this function is activated, IDALS will assess the available epidemiological data, provide accurate and timely information regarding the outbreak, and distribute it via pre-established lines of communication. Protocols for preventing the spread of a disease, and ultimately eradicating it, will be implemented on a case-by-case basis, as will actions requested of other agencies involved in the disease outbreak. Specific state agency response procedures are outlined in the operations manuals of each of the agencies assigned one or more key response roles.

IDALS will conduct infectious animal disease response activities in accordance with the action levels (sometimes called "trigger points") defined in this annex. Specific sets of activities are associated with each action level, thereby providing a common operational framework for guiding each responding entity with its respective duties. The action level definitions are created to fit most infectious animal disease scenarios. However, when warranted by disease-specific considerations, the State Veterinarian may modify the set of action level definitions found in this annex.

**Federal Interface**

The USDA and Federal Emergency Management Association (FEMA) are the two lead federal agencies that will be involved in an infectious animal disease disaster. Other federal agencies will provide resources in accordance with the Federal Response Plan.

## Annex W: Infectious Animal Disease Disasters

Federal response activities will start after a presumptive diagnosis of a highly contagious disease, capable of producing severe economic or public health consequences, is reported to APHIS.

Activation of the APHIS Emergency Management Operations Center (EMOC), and notification of VS field officers may occur prior to a confirmed diagnosis. If the case is confirmed, activation of the federal Emergency Response Plan for FMD and Other Highly Contagious Diseases will occur. An issuance of an emergency declaration and a stop on interstate movement of susceptible animals, articles and means of conveyance will follow.

When federal involvement in Iowa's response commences, the State Veterinarian will communicate with the federal government through the AVIC assigned to Iowa (or other USDA APHIS designee).

**Coordination with non-governmental entities**

Producer and agricultural advocacy groups will play an important role in helping to communicate timely and accurate information to their respective constituencies.

**Response actions (by responsible agency)**

## ALL RESPONSIBLE AGENCIES

1. Ensure that standard operating procedures (SOPs) are developed, tested, and adequately disseminated for all response activities assigned in this annex.
2. Provide personnel to staff the State Emergency Operations Center (SEOC) when directed to do so by the Governor, the EMD Administrator, or another appropriate state official; or under conditions for which explicit instructions about when to report are contained in pre-existing plans and/or procedures.
3. Upon activation of this plan, but when the SEOC has not been activated, provide decision making personnel to coordinate and assist with policy and strategy development, and provide other personnel as needed to support emergency/disaster response activities at a variety of locations.
4. Attend emergency/disaster-related briefings and/or "surge training"<sup>1</sup> sessions.

---

<sup>1</sup> "Surge training" is training provided during and/or immediately after an emergency or disaster to increase the existing number of trained personnel to levels adequate to meet operational needs.

Annex W: Infectious Animal Disease Disasters

5. Coordinate activities with other participant agencies as needed.
6. Set up work area(s) at the SEOC, be prepared to deploy state resources, report any needs to EMD staff, and initiate response activities as dictated by the situation.
7. Maintain logs of activities, messages, etc.
8. Initiate agency personnel notification and callback actions.

IOWA DEPARTMENT OF AGRICULTURE AND LAND STEWARDSHIP

1. Take necessary steps to prevent an infectious animal disease disaster from entering Iowa, including, but not limited to, the following actions:
  - a) Change regulations regarding the movement of animals, animal waste, animal products, and agricultural equipment from areas outside of Iowa.
  - b) Provide awareness education for veterinarians, animal owners, agricultural industry groups, agricultural advocacy groups, state agencies, and the general public.
  - c) Provide expert opinion to other state agencies.
2. Provide resources for infectious disease disaster surveillance and detection.
3. Communicate accurate information regarding a potential or actual infectious animal disease disaster. In particular, the agency will:
  - a) Notify the Governor's office and the Iowa Emergency Management Division (EMD) when Iowa is at increased risk from an infectious organism capable of causing such a disaster.
  - b) Notify the Governor's office and EMD when either a presumptive positive or a confirmed positive diagnosis of an infectious organism capable of causing such a disaster is made in Iowa.
  - c) Notify the Governor's office and EMD when it appears likely that state resources will not longer be adequate to provide an adequate response to an animal disease outbreak Iowa.

## Annex W: Infectious Animal Disease Disasters

- d) Activate the Iowa Rapid Veterinary Information Network (IRVIN) to communicate with Iowa veterinarians.
4. In conjunction with the Research, Analysis, and Planning function (see Annex B), establish a central information collection point to which all animal disease-related surveillance and detection information is sent and from which appropriate parties can obtain information. As part of this process, establish and maintain contact with state agriculture officials in any other affected states to monitor and record the effects of the disease outbreak and the actions being taken to cope with them.
  5. Implement required regulations to prevent, control, and recover from an infectious animal disease disaster including, but not limited to, an animal movement permitting system and/or the modification of inspection standards for packing plan operations.
  6. Implement pertinent biosecurity steps in order to prevent, control, and recover from an infectious animal disease disaster. Biosecurity steps may include, but are not limited to:
    - a) Establishing quarantine zones and determining infected contiguous and contact exposed premises;
    - b) Developing and implementing protocols concerning contact, movement, cleaning/disinfecting, and disease eradication;
    - c) Removing each of these biosecurity steps when it is no longer necessary.
  7. When applicable, and in conjunction with the DNR, monitor susceptible wildlife for evidence of disease symptoms through road kills, hunter kills, or other means.
  8. When an infectious disease organism that threatens Iowa or is found in Iowa has the potential to affect species held in Iowa zoos, notify the affected zoo(s) of the situation and the associated risks. When necessary, provide protective action recommendations to the affected zoo(s), including closure to the public.
  9. Establish the method of appraisal and determination of fair market value of any animals that are required to be humanely euthanized as a result of an infectious animal disease outbreak and monitor for proper and consistent use of this method. Whenever possible this will occur in conjunction with USDA guidance and assistance.

## Annex W: Infectious Animal Disease Disasters

10. If necessary, provide the protocols, supervisory veterinary personnel, and equipment for humane euthanasia of infected or exposed animals during an infectious animal disease disaster. Location information required by the department includes the 911 address, a legal description, and any other information regarding any premises on which euthanasia is to occur.
11. If necessary, provide information to the DNR and the Iowa Department of Transportation regarding disposal of humanely euthanized animals and condemned animal products and/or wastes during an infectious animal disease disaster.
12. If applicable and approved, initiate, supervise, and administer any vaccines used to control an infectious animal disease disaster.
13. Provide guidance for recovery efforts, including defined protocols regarding steps to be taken in order to resume production on Iowa premises as quickly and as safely as possible.
14. Mobilize field staff for obtaining, transporting, and testing potential animal disease samples (see Annex E: Logistics).
15. Maintain communication with laboratories to aid in diagnosis of case submissions suspected of being positive for the infectious animal disease affecting or threatening to affect the state.
16. In conjunction with the AVIC, request assistance from the READEO as well as from USDA agencies, such as the Farm Service Agency (FSA) and APHIS.

## EMERGENCY MANAGEMENT DIVISION

1. Communicate and cooperate with IDALS to determine the needs of the state in order to prevent, control, eradicate, and recover from an infectious animal disease disaster.
2. Task state agencies (and/or volunteer organizations) to provide personnel and/or equipment to assist with prevention, control, and recovery from an infectious animal disease disaster.
3. Request equipment and/or personnel from the Department of Defense – Iowa National Guard for specific-purpose situations.
4. Serve as a liaison with the Federal Emergency Management Agency and as state lead agency for obtaining federal assistance

Annex W: Infectious Animal Disease Disasters

under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

DEPARTMENT OF TRANSPORTATION

1. Communicate with IDALS to discuss issues regarding the control of movement of live animals, animal products and agricultural equipment.
2. Work in conjunction with IDALS to determine the origin of live animals, animal products, and agricultural equipment being imported, and follow the established protocol governing movement of these items.
3. Communicate with IDALS and the DNR to discuss and ensure proper disposal of animals during an infectious animal disease disaster.
4. Implement the necessary protocols for burial of animals, animal products, and wastes.

DEPARTMENT OF NATURAL RESOURCES

1. Communicate with IDALS to obtain information about any constraints needed to control the spread of disease during carcass burial operations.
2. Determine the best location and available method to dispose of animals, animal products, and wastes during an infectious animal disease disaster.
3. Assess the risks associated Iowa's wildlife and implement the necessary protocol to reduce the risks to an acceptable level.

DEPARTMENT OF PUBLIC SAFETY

1. Communicate with IDALS regarding security and biosecurity issues.
2. Enforce animal disease-related movement and contact restrictions set forth by IDALS.
3. Provide necessary enforcement of the quarantine zone.

IOWA DEPARTMENT OF PUBLIC HEALTH

1. Provide consultation on the public health significance of the infectious organism.

Annex W: Infectious Animal Disease Disasters

2. Assess the public health significance during an infectious animal disease disaster and implement any necessary protocols.

DEPARTMENT OF PUBLIC DEFENSE - IOWA NATIONAL GUARD

Perform duties and/or provide equipment as directed by the Direction, Control, and Coordination function (see Annex A) to aid in the prevention, control and recovery from an infectious animal disease disaster.

BOARD OF REGENTS

Through the Iowa State University College Of Veterinary Medicine, provide consultation, diagnostics, equipment and personnel during an infectious animal disease disaster.

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

In the event of an outbreak of foot-and-mouth disease on the North American continent, the State of Iowa will implement its Foot-and-Mouth Disease Response and Recovery Plan, which is maintained by EMD, in conjunction with IDALS, and is designed to work in concert with the Iowa Emergency Response Plan.

STATE LIBRARY OF IOWA



3 1723 02041 7952