Introduction to Homeland Security and Emergency Management for Local Officials

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Homeland Security and Emergency Management

The *Introduction to Homeland Security and Emergency Management for Local Officials* handbook is designed to be an introductory resource for local elected officials regarding homeland security and emergency management in Iowa. Any further questions regarding homeland security and emergency management in a local jurisdiction should be directed to the local emergency management agency or to Iowa Department of Homeland Security and Emergency Management.

INTRODUCTION

Dear Local Official,

As a local official, you have a unique opportunity to help shape policy and affect change for the citizens of your community. One of the most important roles that local officials have is the responsibility for emergency management.

The safety and well-being of our communities should always be a top priority. Unfortunately, emergency management is often not given the attention it deserves until a crisis strikes. This is why it's crucial to ensure that our communities are prepared for any natural or man-made disasters that may come our way. Living in Iowa, we are no strangers to the various types of disasters that can occur, from severe weather and industrial accidents to civil unrest. That's where the Iowa Department of Homeland Security and Emergency Management (HSEMD) comes in; they are here to assist local officials in preparing and planning for potential emergencies.

The purpose of the *Introduction to Homeland Security and Emergency Management for Local Officials* handbook is to provide you with information regarding the important relationship between HSEMD and your community. Inside, you will learn about local and state emergency management, the phases of emergency management, hazards that affect the state, comprehensive planning requirements, emergency declarations, available state and federal assistance, and other important topics that will help you become more knowledgeable in homeland security and emergency management in Iowa.

This book is a good starting point, but it will not answer all of your questions. For more information, please reach out to your local emergency management office. A list of current county emergency management coordinators can be found at www.homelandsecurity. iowa.gov.

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Preparing a community for emergencies and disasters is a cyclical process that begins long before the incident occurs, and continues long after the main response is over. Many activities make up a successful homeland security and emergency management program. These activities can be categorized into four main phases:

Prevention/Mitigation

Mitigation is the prevention of future emergencies or the minimizing of their effects. This includes any activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation activities take place before and after emergencies. It involves actions to protect lives and property, and to defend against attacks. Prevention and mitigation also involve applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations, heightened inspections, improved surveillance and security operations, investigations to determine the full nature and source of the threat, public health surveillance and testing processes, immunizations, isolation or quarantine, and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity.

Preparedness/Protection

Preparedness and protection activities serve to develop and/or enhance the response capabilities needed in the event of an emergency or disaster. Preparedness and protection can include plans or preparations made to save lives and to help response and rescue operations; public information and campaigns to educate, inform and connect with residents, and training and exercises.

Response

Response activities help to reduce casualties and damage, and expedite recovery. Response activities include warning, evacuation, rescue, resource management and operations, and emergency support functions identified in the local Emergency Operations Plan.

Recovery

Recovery includes both short-term and long-term activities. Short-term operations seek to restore critical services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to as much of a pre-disaster condition as possible. The recovery period is an opportune time to institute mitigation measures, particularly those related to the recent emergency/disaster. Recovery actions include, but are not limited to, temporary housing and food, restoration of vital and non-vital services, and reconstruction of damaged areas.
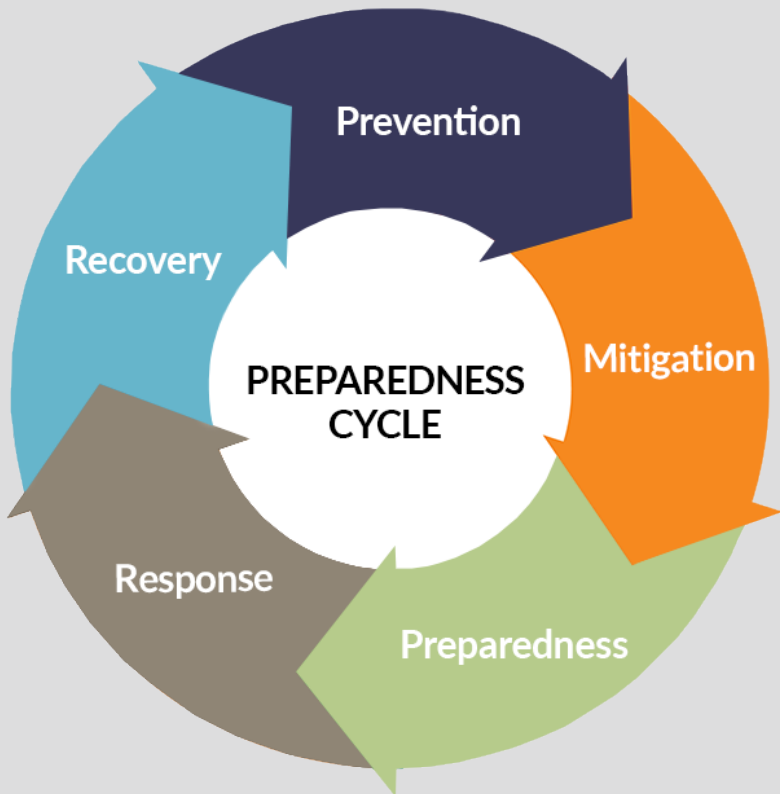
The foundation of a comprehensive emergency management/homeland security program is the analysis of hazards and risks to the community. The following is a list of recognized potential hazards in the State of Iowa. These hazards are used for planning purposes, to develop vulnerability analyses, and to develop plans and guidelines at the state, county, and local levels of government. During the planning process, each individual county/community will do its own analysis of specific vulnerabilities. Please review your community or county mitigation plan to see a hazard analysis for your jurisdiction.

NATURAL

Thunderstorms/Lightning	Tornadoes
River Flood/Flash Flood	Extreme Heat
Windstorms	Agricultural Disaster
Severe Winter Storms	Derecho
Drought	Hail

HUMAN-CAUSED - ACCIDENTAL

Fixed Hazardous Materials Incident
Transportation Hazardous Materials Incident
Fixed Radiological Incident
Transportation Radiological Incident
Railway/Air/Waterway Transportation Incident

HUMAN-CAUSED - INTENTIONAL

Public Disorder
CBRNE Terrorism (Chemical, Biological, Radiological, Nuclear, or Explosive)
Cyber Terrorism
Agricultural Terrorism

OTHER/COMBINATION

Human Disease – Epidemic	Pipeline Transportation Incident
Animal Disease – Epidemic	Energy Failure
Structural Fire	Communication Failure
Structural Failure	Wild Land/Grass Fire

Iowa Code, Chapter 29C.9 calls for the establishment of Local Emergency Management Commissions to oversee local emergency management functions within each county. The commission is comprised of a member of the County Board of Supervisors, the sheriff, and the mayor from each city within the county. This commission should not be confused with a Local Emergency Planning Commission (LEPC) that focuses on Hazard Materials in a community. More information on LEPCs can be found in Section 9 of this handbook.

According to Iowa Code 29C.10, the Emergency Management Commission shall appoint an emergency management coordinator and delegate their authority in order to fulfill the Commission's duties as described in the Code of Iowa and the Administrative Rules. When a disaster or emergency occurs, the emergency management coordinator shall provide coordination and assistance to the governing officials of the municipalities and the county.

Examples of the functions and responsibilities of Commissions (and typically implemented by coordinators) as outlined in the associated Iowa Administrative Code Section 605, Chapter 7 include:

- Developing and maintaining the Comprehensive Emergency Plan, and testing this plan through exercises
- Developing and establishing a warning system
- Assisting other governmental entities within the county in developing organizational plans and training programs
- Developing standard operating procedures for the Emergency Operations Center (EOC) and supervising EOC operations
- Maintaining inventory of resources (resource management)
- Preparing and presenting an agency budget
- Maintaining liaison with local, county and state offices
- Directing training of staff and volunteers, and assisting cities and the county with its training programs
- Preparing informational material for dissemination to the public
- Meeting with interested groups to explain the emergency management program and enlisting their support and cooperation

These functions can only be accomplished with substantial support from local officials.

Iowa Code 29C.10 designates that the commission or joint commission shall appoint an emergency management coordinator who shall serve at the pleasure of the commission and shall be responsible for the development of the emergency operations plan, coordination of emergency planning activities, and provide technical assistance to political subdivisions throughout the county. When an emergency or disaster occurs, the emergency management coordinator provides coordination and assistance to the governing officials of the municipalities and the county.

Potential Emergency Management Coordinator Responsibilities:

- Advises and informs officials about emergency management activities
- Coordinates resources from all sectors before, during, and after an emergency
- Manages activities relating to mitigation, preparedness, response, and recovery
- Ensures that all partners:
    - Are aware of potential threats to the community
    - Participate in mitigation and prevention activities
    - Plan for emergencies using an all-hazards approach
    - Operate effectively in emergency situations
    - Conduct effective recovery operations after a disaster
- Coordinates the planning process and works cooperatively with organizations and government agencies
- Identifies and analyzes potential effects of hazards that threaten the jurisdiction
- Takes inventory of personnel and material resources from private sector sources that could be available in an emergency
- Identifies resource deficiencies and works with appropriate officials on measures to resolve them
- Develops and carries out public awareness and education programs
- Establishes a system to alert officials and the public in an emergency
- Establishes and maintains networks of expert advisors and damage assessors for all hazards
- Coordinates review of all local emergency-related authorities and recommends amendments, when necessary
- Responds to acts of terrorism, cyberterrorism, and other extremist attacks

For emergency management purposes, the Iowa Emergency Management Association (IEMA) has divided the state into six districts. Each district has a chairperson who organizes regular meetings for local EMAs to discuss preparedness activities. HSEMD district liaisons attend these meetings on behalf of the state.

Emergency Management Districts
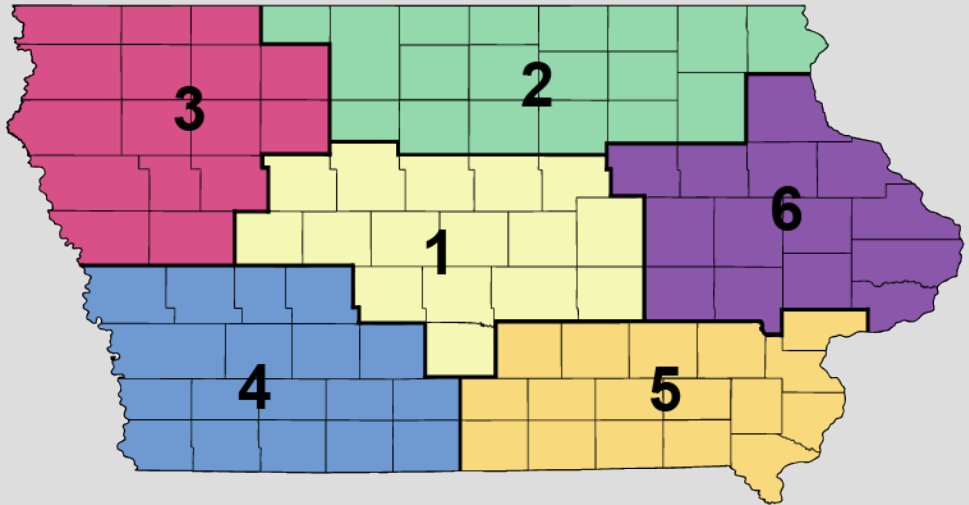
District 1 (Boone, Calhoun, Carroll, Dallas, Greene, Grundy, Hamilton, Hardin, Jasper, Marshall, Polk, Poweshiek, Story, Tama, Warren, Webster)

District 2 (Allamakee, Bremer, Butler, Cerro Gordo, Chickasaw, Emmet, Fayette, Floyd, Franklin, Hancock, Howard, Humboldt, Kossuth, Mitchell, Winnebago, Winneshiek, Worth, Wright)

District 3 (Buena Vista, Cherokee, Clay, Crawford, Dickinson, Ida, Lyon, Monona, O'Brien, Osceola, Palo Alto, Plymouth, Pocahontas, Sac, Sioux, Woodbury)

District 4 (Adair, Adams, Audubon, Cass, Clarke, Decatur, Fremont, Guthrie, Harrison, Madison, Mills, Montgomery, Page, Pottawattamie, Ringgold, Shelby, Taylor, Union)

District 5 (Appanoose, Davis, Des Moines, Henry, Jefferson, Keokuk, Lee, Louisa, Lucas, Mahaska, Marion, Monroe, Muscatine, Van Buren, Wapello, Washington, Wayne)

District 6 (Benton, Black Hawk, Buchanan, Cedar, Clayton, Clinton, Delaware, Dubuque, Iowa, Jackson, Johnson, Jones, Linn, Scott)

Each county emergency management commission is responsible for writing, training on, and exercising a countywide comprehensive emergency plan. Although the local emergency manager may author the plan, it is highly recommended that each piece of the plan is developed in coordination with all interested parties.

The comprehensive emergency plan is made up of three parts:

Response Plan: The response plan quickly and effectively identifies actions that agencies may need to perform to stabilize the situation so that there is no longer an immediate threat to life, health, safety, property, or the environment. The response plan establishes functions that are needed during an emergency or disaster, identifies specific activities necessary to perform each function, assigns these activities to governmental agencies or other organizations, and addresses outside assistance channels.

Mitigation Plan: Mitigation plans identify and implement strategies to eliminate hazards or, when this is not possible, minimize the effects that the hazard can have on people and property. The mitigation plan is based on a hazard analysis and risk assessment that includes profiles of affected jurisdictions. The plan establishes mitigation goals and objectives, and outlines strategies for hazard elimination or hazard effect reduction.

Recovery Plan: Recovery plans define assistance actions and activities for those affected by an emergency or disaster to "get them back on their feet." The recovery plan identifies short-term and long-term priorities, programs, and activities that facilitate the process of disaster recovery. The recovery plan is heavily influenced by state and federal programs and funding mechanisms, and includes the identification of future mitigation opportunities.

The National Response Framework (NRF) lays out a template for emergency operations plans, broken out by Emergency Support Functions. HSEMD released planning templates of these ESFs for counties to follow in updating their county emergency operations plans (local ESFs may differ a little from the NRF to meet local needs). The National Response Framework ESFs are as follows:

ESF 1 – Transportation
ESF 2 – Communications
ESF 3 – Public Works and Engineering
ESF 4 – Firefighting
ESF 5 – Information and Planning (Formerly—Emergency Management)
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing & Human Services
ESF 7 – Logistics
ESF 8 – Public Health and Medical Services
ESF 9 – Search and Rescue
ESF 10 – Oil and Hazardous Materials Response
ESF 11 – Agriculture and Natural Resources
ESF 12 – Energy
ESF 13 – Public Safety and Security
ESF 14 – Cross-Sector Business and Infrastructure
ESF 15 – External Affairs and Standard Operating Procedures
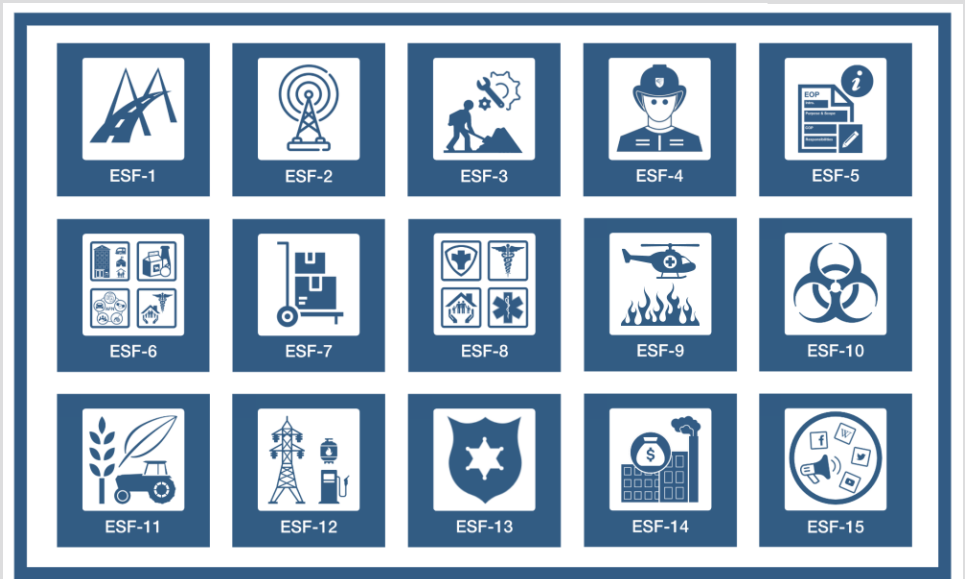
The NRF includes Support Annexes for specific topics under the emergency planning umbrella. These support annexes include:

- Financial Management
- International Coordination
- Public Affairs
- Tribal Relations (Tribal Declarations Pilot Guidance)
- Volunteer and Donations Management
- Worker Safety and Health

The NRF also provides for Incident Annexes for the different incidents that may affect the jurisdiction. These include:

- Biological
- Catastrophic
- Cyber Incident
- Food and Agriculture
- Mass Evacuation
- Nuclear/Radiological
- Terrorism Law Enforcement and Investigation

Finally, the NRF provides for Appendices, which collect various information to support and supplement the previous sections of the emergency operations plan.

Creating and maintaining current hazard mitigation plans (HMPs) is a requirement for State, Tribal, and local governments to receive certain types of nonemergency disaster assistance – namely Hazard Mitigation Assistance. To qualify, local HMPs must be approved by FEMA within the last five years (i.e., they expire every five years).

These plans are typically updated on a countywide, multijurisdictional level, with county emergency management agencies leading the effort. However, all jurisdictions seeking approval under the countywide plan must participate in the planning process. Some counties also accomplish this planning on a regionwide or multi-county basis. Individual jurisdictions are also allowed to create or update local HMPs, although this is often a less efficient option.

Many plans are updated with the help of planners at your local Council of Governments (COG) or with private contractors. Funding for plan updates may be available through HSEMD, subject to availability. Plans can often be updated by revising the text of the previous plan rather than starting from scratch. This can save time and effort, but keep in mind that any updates done should be reviewed to ensure:

- Incorporated changes previously recommended or required by FEMA or HSEMD are still included
- Reference errors are avoided (e.g., referring to tables not included in the update or using a different label)
- New disaster history is included and considered
- The plan complies with new FEMA requirements

FEMA updated its requirements for HMPs in 2022, which became effective in 2023. Among the changes to these requirements are inclusionary public participation in the planning process, a discussion of building codes and land use regulations, and a discussion of the effects of future conditions (namely, but not exclusively, development/land use patterns and climate change). Information on FEMA planning requirements are available at fema.gov.

Hazard mitigation is any sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects. This definition distinguishes actions that have a long-term impact from those that are more closely associated with immediate preparedness, response, and recovery activities. Hazard mitigation is the only phase of emergency management specifically dedicated to

breaking the cycle of damage, reconstruction, and repeated damage. Hazard mitigation grant programs provide significant opportunities to reduce or eliminate potential losses to State, Tribal, and local assets through hazard mitigation planning and project grant funding. As such, Iowa communities are encouraged to take advantage of funding provided by hazard mitigation programs in both the pre- and post-disaster timeframes.

Grant programs with mitigation plan requirements include:

- Hazard Mitigation Grant Program (HMGP)
- Building Resilient Infrastructure and Communities (BRIC)
- Flood Mitigation Assistance (FMA)
- Public Assistance (PA)
- Pre-Disaster Mitigation (PDM)
    - PDM is only available with project-specific congressional appropriation

Note that these programs mitigate damage from "natural hazards" thus excluding human-caused disasters such as traffic accidents, terrorism, etc.

Following a Presidential major disaster declaration, HMGP and PA grants can work independently or together to prevent future damages (even if the mitigation is unrelated to the disaster at hand). PA mitigation funding is available for facilities damaged by the disaster event, and can be used to improve protection of the facility and its operation, beyond its pre-disaster condition.
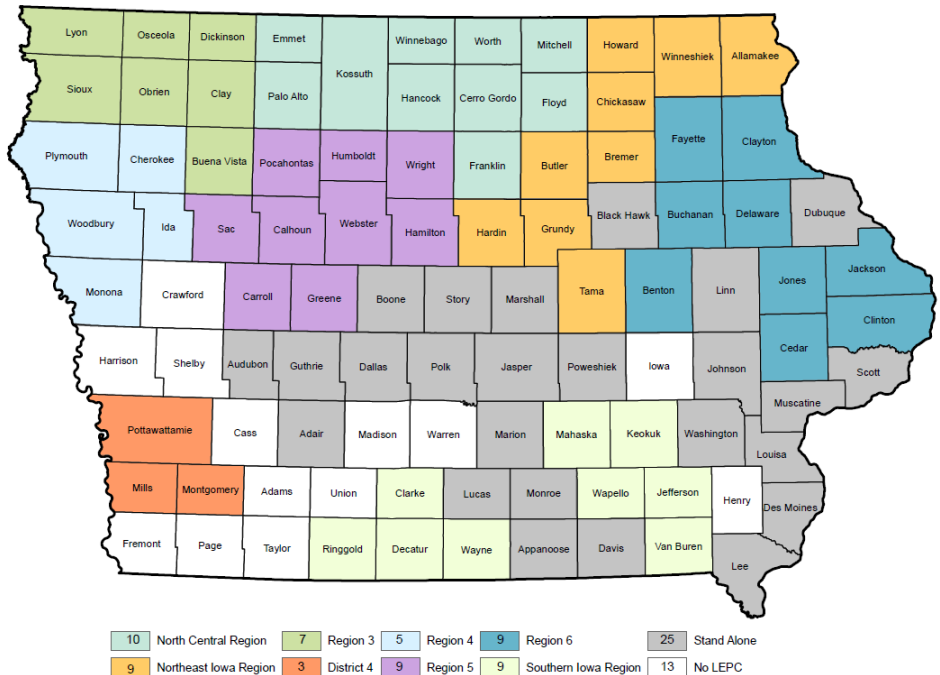
The Emergency Planning and Community Right-to-Know Act of 1986 (EPCRA) Section 301 establishes requirements for local governments and industry regarding emergency planning and "The Emergency Planning Community Right-to-Know" reporting on hazardous and toxic chemicals. The act requires the establishment of a State Emergency Response Commission (SERC), Local Emergency Planning Committees (LEPCs), and Tribal Emergency Response Commissions (TERC) to coordinate hazardous materials planning and receipt of hazardous and toxic chemical reports. The Emergency Planning Community Right-to-Know Act provides the public with access to information on chemicals at individual facilities, their uses, and releases into the environment. By working with facilities, communities can use the information to improve chemical safety and protect public health and the environment.

Local Emergency Planning Districts are established by Iowa Department of Homeland Security & Emergency Management (HSEMD). Most of the counties are designated as an emergency planning district, except where multiple counties have combined to form Regional Emergency Planning Districts, with the approval of HSEMD.

Iowa Regional & Local Emergency Planning Committees

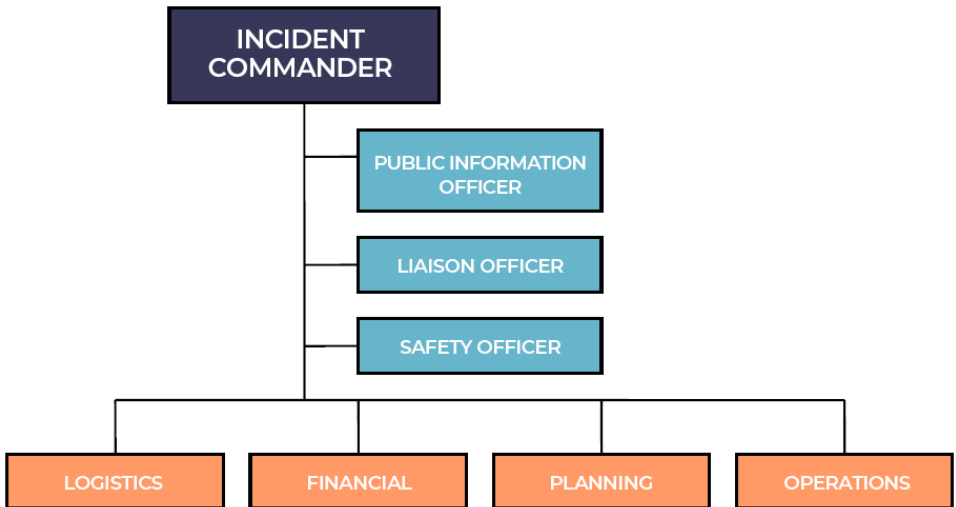|				
10	North Central Region	7	Region 3	5	Region 4	9	Region 6	25	Stand Alone
9	Northeast Iowa Region	3	District 4	9	Region 5	9	Southern Iowa Region	13	No LEPC

Members of the Local or Regional Emergency Planning Committees are appointed by the Iowa Emergency Response Commission. The membership on an LEPC should be diverse, to include owners and operators of the facilities that use, store, or manufacture extremely hazardous substances, elected officials, and representatives of law enforcement, emergency management, fire, EMS, health, hospital, environmental, transportation, and media groups.

LEPCs are responsible for developing and maintaining the local Hazardous Materials Emergency Response Plan (ESF-10). The plan is intended to bring together community resources to protect the public in the event of a release of extremely hazardous substances. LEPCs must meet at least twice a year, and meetings are open to the public. At one of those meetings, the members must review the plan and make revisions as needed. Some LEPCs have expanded beyond their hazardous materials planning role to assist with other emergency planning initiatives in the county or region. LEPCs may apply for grants to carry out planning and training projects. They also are the point of contact for information to the public about chemicals in their community and any releases that have taken place.

More information: homelandsecurity.iowa.gov/programs/LEPC

The Incident Command System (ICS) is designed to provide on-scene incident management during an emergency/disaster. It provides an organizational structure and operating policies for on-scene responders to an incident, and can be established, modified, or expanded depending upon the changing conditions of the incident. Its purpose is to minimize casualty and property loss through use of common terminology, shared goals and tactical objectives, and an understanding of the roles of others. It also allows for the combining of resources during an incident. The system is modular based on incident-specific needs.

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                    INCIDENT
                   COMMANDER
                        |
                        |----  PUBLIC INFORMATION
                        |            OFFICER
                        |
                        |----  LIAISON OFFICER
                        |
                        |----  SAFETY OFFICER
                        |
    _____|_____
    |           |              |             |
LOGISTICS   FINANCIAL      PLANNING      OPERATIONS
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Command: Includes an on-scene Incident Commander and, as needed, a Special Staff comprised of a Safety Officer, Liaison Officer, and Public Information Officer. The Incident Commander is the most qualified person, regardless of rank. Functions include:

• Assessing incident priorities
• Determining strategic goals and tactical objectives
• Identifying staging area, as needed
• Developing and implementing incident action plan

- Developing appropriate incident management structure
- Assessing resource needs
- Coordinating overall on-scene
- Authorizing information release to media

The Incident Commander has direct tactical and operational responsibility for conducting incident management activities.

Operations: Responsible for management of all tactical operations at the incident. Implement when Incident Commander is faced with a complex incident having major demands on planning, execution, and resources.

Planning: Responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources. Assesses current situation and plans for the projected situation.

Logistics: Responsible for providing facilities, services, and materials for the incident.

Finance/Administration: Responsible for tracking all incident costs and evaluating the financial considerations of the incident.

For more information on the Incident Command System, or for recommendations on specific training courses related to ICS, please contact your local emergency management agency. Additional resources on ICS can be found at the Iowa Department of Homeland Security and Emergency Management website at homelandsecurity.iowa.gov, or at the Federal Emergency Management Agency website at fema.gov.

An emergency operations center (EOC) is a physical or virtual location from which leaders of a jurisdiction or organization coordinate information and resources to support incident management activities, coordinate policy decisions, manage resources for disasters, and provide coordinated information for emergencies beyond the scope of an on-scene incident commander.

Staff meets at the EOC to manage preparations for an impending event or manage the response to an ongoing incident. By gathering the decision makers together and supplying them with the most current information, better decisions can be made. An alternate EOC should be identified and ready should the primary facility become unavailable.

The emergency management agency (EMA) and its coordinator play a key role in the activation and management of the local EOC. The EMA also serves as a vital link between the local EOC and the State EOC.

Purpose

To facilitate support of an emergency or disaster, assist those who need help, reduce the devastating consequences, and help the community get back to normal by starting the recovery process as soon as possible.

Functions

Coordination and Policy-Making: An EOC helps to integrate stakeholders and works with senior officials to facilitate the development of policy direction for incident support including emergency declarations, establishing response priorities, and coordinating overall strategic response actions.

Planning: This section is responsible for receiving, evaluating and analyzing all disaster information and providing updated status reports to EOC management and field operations. An EOC can consist of multiple departments, agencies, and organizations that work together in a coordinated fashion.

Logistics: Provide facilities, services, resources, and other support services to agencies responding to the emergency. This function includes providing communication services, resource tracking; acquiring equipment, supplies, personnel, facilities, and transportation services; as well as arranging for food, lodging, and other support services as required.

Finance and Administration: This section handles cost accountability, purchase authorizations, documentation, handles administrative issues, payment of personnel costs, cost recovery, calculation of damages, procurement, compensation and claims, documentation of resources expended, and costs.

When to Activate the EOC

- When face-to-face coordination is needed
- Resources are needed to accomplish the work being done at the incident scene which the Incident Commander cannot acquire directly
- Incident requires multiple agencies to be involved beyond those that usually work together
- Incident covers large geographic area and/or involves multiple jurisdictions
- Any time the operation of an EOC would assist responders in protecting lives, property, or the environment

EOC Staffing

The needs of the incident will always dictate the level of staffing in the EOC, based upon the nature, scope, depth, and breadth of that incident. The tasks identified that need to be performed are the critical driver for EOC staffing. Identifying tasks will point to the staff needed. Extended operations indicate a need for alternate and support staff for 24/7 coverage. All personnel must have the knowledge, skills, and abilities required for the duties assigned. If training or cross-training is necessary, it must occur as part of the planning cycle.

The following personnel and departments/agencies should be considered (this list is by no means exclusive):

- Chief Elected Official
- Emergency Management Coordinator
- Assessor
- Auditor
- City Manager/County Administrator
- Emergency Medical Services
- Engineer/Public Works
- Environmental Management
- Fire
- Law Enforcement
- Legal Advisor
- Medical Examiner/Coroner
- American Red Cross
- Salvation Army
- Other local organizations active in disaster
- Public Health and Human Services
- Public Information Officer
- Utility Representatives

Senior and elected officials are not normally on-scene during an incident. Most of the time, local officials will report to the Emergency Operations Center and focus on policy-level decisions. Local officials may actually hinder a response if they try to get too involved in making tactical decisions on the ground.

During incident response, executives and senior officials:

- Consider the need for a local disaster declaration
- Provide guidance on priorities and objectives based on situational needs and the Comprehensive Emergency Plan
- Provide guidance on resource coordination and support to the on-scene command from the Emergency Operations Center

Most importantly, executives and senior officials provide leadership during an incident. Leadership means:

- Motivating and supporting trained, on-scene responders so they can accomplish difficult tasks under dangerous, stressful circumstances
- Instilling confidence in the public that everything possible is being done, and that the incident is being managed effectively

A local emergency or disaster is a demanding test of the leadership of a political jurisdiction. Chief elected officials, whether they are a governor, county supervisor, county administrator or city mayor, bear ultimate responsibility for how well their jurisdiction prepares for, responds to, and recovers from an emergency or disaster. Emergency management is the essence of the part of government's charter "to maintain law and order and provide for the protection of lives and property." The degree to which officials participate in and support these efforts will, in large, measure the outcome of a jurisdiction's response to emergencies.

BE INFORMED

- Be familiar with the Comprehensive Emergency Plan and procedures
- Receive initial assessment and updates on the incident type, magnitude, injuries/deaths, property damage, environmental damage, and economic impact
- Receive ongoing status briefings from the incident command site or emergency operations center, internal/external resources committed, internal/external resources required and requested, and coordination with other officials, jurisdictions, and the media

EXERCISE LEADERSHIP

- During an emergency/disaster, exercise leadership and policy decision-making over the emergency response organization
- Clearly define expectations and goals
- Maintain a personal log of all key information, factors weighed, and decisions reached
- Direct staff to assess and report on problems, resource shortfalls, policy needs, and options
- Chair assessment meetings

MAINTAIN POLITICAL AWARENESS

- Recognize personal accountability for actions and decisions during an emergency
- Check provisions for other public officials including getting periodic updates; staff updates on politically sensitive issues such as life and property losses, service interruptions, etc.
- Establish and evaluate policy decisions throughout incident
- Confer with other elected officials when difficult issues arise
- Work through the local emergency management agency to request assistance from state and federal government and private organizations if necessary

KEEP THE PUBLIC INFORMED

- Check plans to inform the public through the media; review ESF-15
- Ensure designation of a single Joint Information Center to avoid conflicts in official statements
- Ensure establishment of a media center, if needed
- Channel all releases through the EOC to ensure staff coordination and jurisdictional coordination
- Ensure establishment of media briefings and site access policy as needed
- See Section 14: Public Information in a Disaster for more information

TAKE CARE OF YOURSELF

Care of oneself during a disaster is an often overlooked aspect of effective emergency management. Take the time to consider your own and your family's needs. Public officials function better if they have made adequate provisions for the security of their families. Take time now, before an emergency, to prepare all the necessary items below and have them ready for use in a "grab and go" kit during an emergency.

- Tell your family your destination and how to contact you. Make sure they know how to respond if they are in any danger.
- Take medications, toiletries and clothes that may be needed for an extended stay away from home.
- Have a list of peers to contact for advice or to confide in during an emergency.
- Remember that your role is policy-making, not operational or tactical decision making. It is natural for public officials to want to take charge and be in the thick of things; however, tactical and operational decisions should be made by the Incident Command Team in place. This will free you to work with other policy makers in establishing the broad policies to assure the community functions effectively.
- Disasters are stressful times. Take advantage of opportunities for Critical Incident Stress Management (CISM) during/after the incident, and ensure that this system is in place for responders, too.

LOCAL EMERGENCY POWERS

Iowa Code 372.14 designates that the mayor may take command of the police and govern the city by proclamation, upon making a determination that a time of emergency or public danger exists. Within the city limits, the mayor has all the powers conferred upon the sheriff to suppress disorders.

Public information is a vital function in disaster operations that contributes greatly to saving lives and protecting property. As a mayor or other high-ranking official in a community, you could very quickly be seen as the "face" of that community, and may fall into the spokesperson position. An effective communications strategy is an important component to any disaster response. Citizens will be looking for information on the disaster, what's happening, and how the response is going. Communication strategies should be designed to stay on top of, or even in front of, the disaster. Without adequate preparation and organization, rumor may be taken as truth, and facts may be misrepresented, resulting in a distorted public perception of the emergency and what steps are being taken to deal with it.

The basic principles of message mapping focus on three main points. During a crisis, people want information that answers their questions including how the incident affects them. You can use these three points to help you provide information the public needs and wants in a format that is easy to understand.
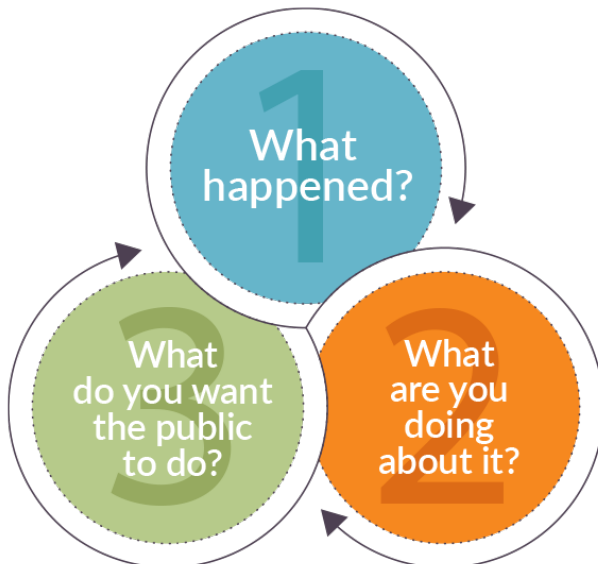
- What happened? Facts about the situation should be released as soon as the information is confirmed. Updates should be frequent and numerous.

- What are you doing about it? The public wants to get "back to normal" as soon as possible. Tell them what you are doing to control the situation and return order. Explain how the process will work, how long it could take, and what they can expect.
- What do you want the public to do? Place yourself in the public's shoes. Provide them with information to enhance their safety and address potential concerns. Fear of the unknown is greater than fear of the facts.

Have a Communications Plan
The public has an increasingly low tolerance for communication failures. Communications are expected to be; timely, relevant, targeted, understandable, and informative. A disaster communication plan should outline clear objectives, processes, and strategies for delivering information in an emergency. It should include protocols for both proactive and reactive communication to ensure critical information reaches the public as quickly and accurately as possible.

When creating your communication plan it is important that you take into consideration the audience you are trying to reach. Think about your area's demographics, and the preferred communication styles that may work. When developing your plan, you should consider some basic questions:

- Why do you want to communicate with the community? (What's your purpose?)
- To whom do you want to communicate it? (Who's your audience?)
- What do you want to communicate? (What's your message?)
- How do you want to communicate it? (What communication channels will you use?)
- Whom should you contact, and what should you do to use those channels? (How will you distribute your message?)

A mix of new and old media is best. This involves utilizing paper announcements, alerts and warnings, and other modes that help you reach residents. Messaging needs to be inclusive, and you should consider possible needs for language translations, resources for deaf, blind or the hard of hearing, and your access and functional needs community.

Good Communication Can:
- Save lives and reduce injury
- Educate, inform, and change behavior and attitudes
- Protect property and the environment
- Seek the public's cooperation
- Calm fears and manage expectations
- Instill public confidence

Handling the Media

While working with the media can be stressful and a challenge, the media can also be allies that give you the opportunity to get your message out.

Interacting with Reporters

Understanding how a reporter thinks will make preparing for interviews easier. Reporters may ask tough questions and look for more information than you are able to give. If you give them facts, they will use them. Stick to what you know, and don't try to speculate or offer opinions that do not reflect your agency.

- Listen carefully. Only answer the question that was asked.
- If the question is posed in multiple questions, break them down.
- The interview is never over until you are completely removed from the reporter.
- All microphones should be considered "hot" or "live".
- Figure out what key messages you want to get across BEFORE you do the interview.
- Answer their questions, but don't give extra information unless you are bridging to your message.
- Offer reassurance.
- Be caring and empathetic.
- Be yourself and tell the truth. If you don't know, say, "I don't know."
- Don't speculate.
- Remember, you are the expert.

It is the function of government to provide law enforcement, elected representation of the public, leadership, and public services, and to provide for the protection of life and property.

Government provides vital programs such as social services, public health, school systems, and public works.

To carry out these responsibilities, the government has extensive resources, including people, equipment, facilities, and supplies. These resources may be vulnerable to a number of hazards or threats, including acts of terrorism or other extremist attacks that could impair the government's ability to carry out its responsibilities.

Continuity of government is the preservation, maintenance, or reconstruction of the government's ability to carry out its executive, legislative, and judicial processes under the threat or occurrence of any emergency condition that could disrupt such governmental processes and services. Its purpose is to preserve lawful leadership and authority, prevent unlawful assumption of authority, assure government direction and control mechanisms, and assure delivery of government services.

ELEMENTS OF CONTINUITY OF GOVERNMENT

Succession:
The process established to list the order or line of those entitled to succeed one another under emergency conditions. This identifies who is in charge and ensures continued leadership.

Pre-Delegation of Emergency Authority:
Allows specific emergency legal authorities to be exercised by the elected or appointed leadership or their designated successors.

Emergency Action Steps:
Those actions that facilitate the ability of government personnel to respond quickly and efficiently to emergencies. Ensures that specific actions exist that senior leaders must be prepared to take in response to emergency conditions.

Emergency Operations Center (EOC):
The facility from which all emergency efforts can be centralized, coordinated, and directed.

Alternate Emergency Operations Center:
A facility that can be used if the primary EOC is not available during emergencies.

Safeguarding Essential Records:
The measures taken by government to protect those documents that it must have to continue functioning during emergency conditions and to protect the rights and interests of citizens after the emergency is over.

Protection of Government Resources, Facilities, and Personnel:
The measures that are taken to disperse resources, facilities, and personnel in a manner that will facilitate sufficient redundancy so that government can continue to function during emergencies.

Disaster response starts in the affected community or communities. Each county in Iowa has an emergency management coordinator who facilitates local government and volunteer response operations such as sandbagging, cleanup efforts, and sheltering for families affected by the disaster. When a community's ability to respond to a disaster exceeds its capabilities, the county emergency management coordinator will work with local officials and the Iowa Department of Homeland Security and Emergency Management (HSEMD) to request a Governor's State of Emergency Disaster Proclamation, which enables State resources to be used. Examples of State resources include equipment, personnel, technical guidance, supplies, and assistance in the form of debris removal, traffic control, levee patrol, security, and transportation.

When a disaster goes beyond the capabilities of the State of Iowa, the Governor may request federal assistance through a Presidential Disaster Declaration. When a Presidential Disaster Declaration is granted, HSEMD works with the Federal Emergency Management Agency (FEMA) and other federal agencies to coordinate and deliver aid to affected Iowans, beginning the recovery process. State and federal responders support a local response; they do not take over that response.

Federal
Response

State Response

Local Response

Citizen Response
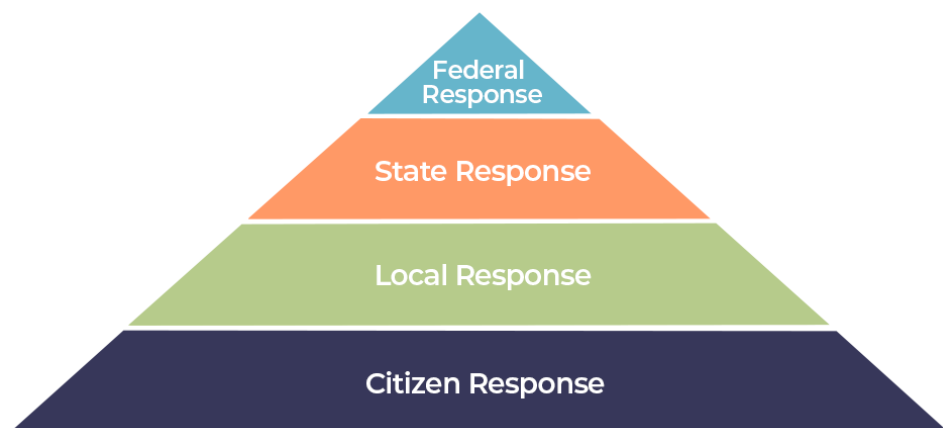
During a disaster, there are certain guiding questions that can and should be asked regardless of the type and scale of the incident. While the local public official is not normally the incident commander or on-scene, the following is a list of questions that may help define the scope of the disaster in the Emergency Operations Center.

LIFE SAFETY
- What is the status of the safety of the general public?
- What are the time critical factors?
- Are there any public health concerns?
- What populations are affected? Are there any immediate population-based issues that need to be addressed?
- What time of day/week did the disaster occur? How does that affect the response?
- Is the incident still escalating, or has it been stabilized?
- Was this an act of terrorism or other extremist group attack?
- Are there any needs for mass care and/or temporary housing?

INCIDENT STABILIZATION
- What is the geographic area affected by the incident? What are the population demographics in the affected area?
- What resources are necessary to respond?
- Who is monitoring to ensure that the situation doesn't escalate?
- What is the status of key response capabilities or mechanisms including credentialed/qualified personnel, specialized response equipment, and other resources ready for deployment or that are already deployed?
- What resources have already been requested or dispatched?
- Who is able to provide special recommendations on courses of action?
- Are there any secondary impacts that need to be addressed?

PROPERTY PROTECTION
- What is the status of critical infrastructure in the jurisdiction?
- Are there any fear management/rumor control issues that need to be addressed?

RESTORATION OF SERVICES
- What critical city/county services are affected, and how?
- What types of temporary and permanent workarounds exist?
- What are the priorities of restoration?
- What is the economic impact?
- What are the impacts to continuity of government and continuity of operations?
- What are the impacts to the citizens' homes? Local businesses?

IF THE INCIDENT IS ON CITY/COUNTY PROPERTY
- What buildings are affected?
- How many employees are affected?
- Where are the employees now?
- Do the employees need to be kept on scene, or can they be released?

In the case of a disaster or extreme danger that puts people and property at risk and exceeds the community's resources and capabilities, the local government can declare a state of emergency. Such declarations can be made in response to floods, severe weather, epidemics, public disturbances, droughts, plant or animal diseases, or other natural and man-made events.

Any political jurisdiction can, and should, issue a local declaration of emergency when it appears that resources from outside the jurisdiction may be necessary. In Iowa, the chairperson of the Board of Supervisors (Iowa Code 331.301 (1)) or the Mayor (Iowa Code 364.1) has the authority to declare a local disaster emergency. Cities and other jurisdictions make declarations by local ordinances. Usually the mayor, city manager, police chief, fire chief, or emergency manager has the authority to declare. Information on the process for specific jurisdictions can be found in the county or municipal code.

Local declarations are a first step in responding to and recovering from emergencies and disasters. They may provide:

- Authority to promulgate emergency orders, regulations, and funding
- Exceptions to some statutorily mandated procedures
- Added validity to your local emergency or situation

When a jurisdiction is confronted with an emergency/disaster situation, it is recognized that it will immediately respond with resources under its control and through any mutual aid agreements with surrounding jurisdictions. In addition, certain state and federal agencies, along with private relief agencies, are available to provide disaster recovery assistance.

IOWA DEPARTMENT OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT (HSEMD) DUTY OFFICER

Local government officials, through their respective county emergency management coordinators, should notify the HSEMD Duty Officer in the case of hazardous materials accidents, radiological incidents, natural disasters, terrorism, or other major emergencies or disasters within their jurisdiction that require or have the potential to require state assistance. The primary purpose of the Duty Officer function is to ensure the proper receipt and dissemination of emergency notifications to state government agencies by providing a single number for local emergency management to call. Additionally, the Duty Officer serves as a source of information and/or as a facilitator for obtaining many state resources. The Duty Officer may be contacted 24 hours a day, seven days a week. Requests will be made by contacting the Iowa Duty Officer, who will, in turn, contact the appropriate state officials in order to expedite any requests.

The Iowa Department of Homeland Security and Emergency Management also compiles the results of disaster assessment data, analyzes it, and, after a Preliminary Damage Assessment team comprised of local, state and federal employees, submits a request for a Presidential Disaster Declaration to initiate federal program support for recovery efforts. This is signed by the Governor or their designee.

IOWA DISASTER HUMAN RESOURCE COUNCIL

The Iowa Disaster Human Resource Council (IDHRC) is a 501(c)3 nonprofit, charitable organization that brings together faith-based, voluntary, and government organizations active in disaster services to foster a more effective response and recovery for the people of Iowa in times of disaster. It serves as a forum where organizations share knowledge and resources throughout disaster preparedness, response, recovery, and mitigation to help disaster survivors and their communities. In many cases, the group serves in a coordina-

tion capacity, thereby providing an efficient and timely response to unmet needs. Members include both locally-based organizations and local representatives of national organizations.

CONTINGENT FUND – DISASTER AID LOAN

The Iowa Contingent Fund was created in the State Treasury for the use of the State's Executive Council. The purpose of the Contingent Fund is to pay the expenses for repairing, rebuilding, or restoring property that is damaged, destroyed, or lost by fire, storm, or unavoidable cause, and for repairing, rebuilding, or restoring any governmental subdivision in an area that has been proclaimed a disaster by the governor.

The Contingent Fund is a $1,000,000 fiscal year allocation and, upon application by a governmental subdivision covered by a governor's proclamation of emergency, the loan, without interest, shall be repaid on a timeframe mutually agreed upon between the Executive Council and the jurisdiction (based on the jurisdiction's repayment ability), not to exceed 20 years.

IOWA FINANCE AUTHORITY

The Iowa Finance Authority (IFA) was established in 1975 to undertake programs to assist in the attainment of housing for low- and moderate-income Iowans. Since then, IFA's role has expanded considerably and includes the following four primary areas of responsibility:

Housing Programs: IFA funds and administers a variety of programs throughout the state that address a continuum of housing needs, from homeless assistance to multi-family rental to single-family homeownership.

Economic Development: IFA issues tax-exempt bonds for housing, economic development projects, construction of correctional facilities, cleanup of underground storage tanks and other infrastructure activities.

State Revolving Fund: IFA issues tax-exempt bonds to finance wastewater and drinking water facilities through the State Revolving Fund for clean water and drinking water, a program administered in partnership with the Iowa Department of Natural Resources.

Title Guaranty Division: IFA's Title Guaranty Division (TGD) offers a low-cost mechanism to guarantee title to real property in Iowa, working with attorneys and lenders throughout the state to ensure the integrity of the land title transfer system, and to facilitate transactions in the secondary mortgage market.

IOWA INDIVIDUAL ASSISTANCE GRANT PROGRAM/DISASTER CASE ADVOCACY

The Iowa Individual Assistance Grant Program is activated by a Governor's disaster proclamation. Disaster-affected families whose household's annual income is at 200 percent or less of the federal poverty level may be eligible to receive up to $5,000 for items that qualify under one of the four categories: temporary housing, food assistance, personal property, and home repair. Specifics on the program can be found in the Iowa Administrative Code, Section 605, Chapter 11.

The Disaster Case Advocacy program is activated by a Governor's disaster proclamation. Disaster Case Advocacy involves a partnership between a disaster-impacted household and a disaster case advocate. Disaster case advocates serve as a primary point of contact assisting households in coordinating necessary services and resources to address the household's complex disaster recovery needs. Advocates and households assess the family's disaster-related unmet needs, build a recovery plan, and access available resources.

STATEWIDE MUTUAL AID - IMAC

On April 22, 2002, the Iowa Mutual Aid Compact (IMAC) was signed into law. IMAC is an intrastate voluntary program under Iowa Code, Section 29C.22 that allows for one political subdivision to assist another in a disaster that has been declared either by the local member political subdivision or the Governor. When a jurisdiction has exhausted all of its resources and needs further assistance, it can reach out to its neighbors for support.

IMAC is closely related to the Emergency Management Assistance Compact (EMAC), which is utilized on an interstate basis for much the same reason. Legislation amended the IMAC effective July 1, 2009, to address membership, include emergency management commissions and designate authorized representatives. The legisla-

tion will not replace or negate current mutual aid agreements members may have with other political subdivisions, but it does cover issues not formally addressed in other agreements.

Provisions of IMAC per Iowa Code 29C.22:
- Each participating government shall provide worker's compensation for its employees working in another jurisdiction, as if they were working at home.
- The government rendering aid is entitled to reimbursement for the expense of running equipment or providing any service in answering a request for aid, and for any damage or loss.
- Equipment and services can be donated and reimbursement can be waived.
- IMAC does not preclude any political subdivision from entering into supplementary agreements with another political subdivision, or affect any other agreements already in force between political subdivisions.
- 29C.22, as amended by Senate File 441, 2009 Iowa Acts, all cities, counties, townships, emergency management commissions and other political subdivisions in Iowa are automatically members of the IMAC. Any jurisdiction may withdraw from the compact by adopting an ordinance or resolution repealing participation. Written documentation of withdrawal must be filed with the Administrator of Iowa Department of Homeland Security and Emergency Management.

When major or catastrophic disasters occur, the federal government serves as a provider of disaster recovery support and assistance to both public agencies and private citizens. The majority of this assistance is provided through P.L. 93-288, "The Robert T. Stafford Disaster Relief and Emergency Assistance Act", more commonly referred to as "The Stafford Act". The Stafford Act is implemented by the Federal Emergency Management Agency (FEMA), and only after the President of the United States declares a major disaster or an emergency for the affected area. A request for a Presidential Declaration can only be made by the Governor of the state that is impacted, and is only done when the disaster is of such magnitude that it is clearly beyond the state and local governments' ability to respond and recover. Such declarations are restricted to natural disasters of catastrophic proportions that require substantial federal support of state and local recovery efforts.

Three major disaster public assistance programs may be made available as the result of a presidential declaration of a major disaster:

- Public Assistance (financial assistance to state and local governments to replace, rebuild, or repair damages to public property and infrastructure)
- Hazard Mitigation (reduction or elimination of disaster-related risks)
- Individual Assistance (financial assistance and services to impacted citizens to help them recover their losses)

INDIVIDUAL ASSISTANCE PROGRAMS

Because of the wide diversity of needs brought on by a disaster, state and federal agencies have established various services, or forms of financial aid, to assist impacted citizens.

Temporary Housing Program: Can provide up to 18 months of rental assistance to disaster victims whose homes are considered uninhabitable. Grants may be provided for minimal essential repairs to owner-occupied homeowners whose homes are damaged, but still considered habitable.

Small Business Administration Disaster Loan Program: Provides low-interest, long-term loans to individuals and businesses for repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.

Other Needs Assistance Program (ONA): May provide grant assistance to meet disaster-related necessary expenses or serious needs not met by other disaster assistance programs. This grant is not automatic; it will only be considered if the applicant cannot qualify for a low-interest loan.

Other Programs and Services That May be Offered:
- Food Coupons.
- Disaster Unemployment Assistance and job placement assistance for those unemployed as a result of the disaster.
- Advice on legal, consumer, insurance, and tax issues.
- Crisis counseling and referrals to appropriate mental health agencies, to relieve disaster-caused mental health problems.
- Social security assistance (such as death or disability benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration).

ADDITIONAL FEDERAL EMERGENCY DECLARATIONS

Emergency Declaration: An emergency declaration is requested when the following two conditions exist: (1) State and local governments, along with private relief agencies have expended all their resources in response to the emergency situation; and (2) There is a specific or unique need that the federal government can meet which is necessary to save lives, protect property, public health and safety, or to reduce the threat of a more severe disaster.

Fire Suppression Assistance: FEMA can provide financial assistance to state government for the purpose of suppressing any major wildfire that is burning out of control on public or private forest or grassland.

Snow Emergency Declaration: A snow emergency declaration can be made if FEMA determines that a winter storm has left a majority of the state totally "paralyzed". If declared, FEMA will reimburse state and local governments for the cost of snow removal from certain major roadways.

Small Business Administration Declaration: The Small Business Administration offers low-interest loans to businesses and homeowners sustaining damage or losses as a result of a natural disaster.

Agriculture Disaster Designation: This designation is made by the United States Secretary of Agriculture. The U.S. Department of Agriculture can provide a variety of assistance to farmers adversely affected by natural disaster. The assistance most commonly provided is the low-interest loan program made available through the Farmers Home Administration.

PRELIMINARY DAMAGE ASSESSMENT (PDA)

PDAs can provide timely and important information for many aspects of the disaster response and recovery process. They capture a general picture of impacts, magnitude and the resulting unmet needs of individuals, businesses, the public sector and the community. Information collected is used by local, state and federal officials to support coordination efforts and can be critical to support the activation of additional state and federal resources. The PDA is used by the State as a basis for the Governor's request for a Stafford Act declaration which could result in a Presidential disaster declaration activating federal assistance through FEMA's Public Assistance program, FEMA's Individual Assistance program, FEMA's Hazard Mitigation Grant Program, the Community Disaster Loan program and Direct Federal Assistance. PDAs can also support declarations to activate other federal assistance, including the Small Business Administration's (SBA) disaster loan programs.

Per Iowa Administrative Code 605, Chapter 7, local emergency management agencies (EMAs) are responsible for the coordination and collection of damage assessments and impact information within their jurisdictions immediately following an event. Local officials know and understand their communities best, playing a key role in coordination with local EMAs to support effective PDAs. Expedient and accurate damage assessments are built on a foundation of information gathered at the local level. Before an event occurs, local jurisdictions should work with their County EMA to prepare for their role in supporting PDAs to ensure readiness in the event of a future disaster.

Recovery is both short-term activity taken to return vital life support systems to minimum operating standards, and long-term activity designed to return people and areas affected by a disaster back to a viable community state. Recovery activities generally incorporate programs designed for implementation beyond the initial crisis period of an emergency or disaster, but may also be response oriented in nature. Examples of recovery activities include crisis counseling, damage assessment, debris clearance, decontamination, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, community outreach, temporary housing, and reconstruction.

Depending on the severity of the disaster, the recovery process can take months to years. Local officials can assist in the recovery process by maintaining realistic expectations about the process.

Short-Term Recovery
Short-term recovery actions are response-oriented and taken to stabilize affected areas and protect these areas from further damage. Short-term recovery returns vital systems to minimum operating standards, seeks to restore critical services to the community, and provides for the basic needs of the public. Depending on the type of disaster, short-term actions also include assessment, consultation, documentation, planning, and the prioritization and exchange of information to develop appropriate long-term actions.

Long-Term Recovery
Long-term recovery is the process of returning a community, to the extent possible, to the conditions that existed prior to the incident. Recovery priorities include reestablishing a community's fiscal, social, and physical conditions to normal. This phase addresses reconstruction of damaged buildings and public infrastructure in a process that may continue for years after the disaster incident. Preferably, the long-term recovery effort occurs while taking advantage of opportunities for mitigation against future disasters.

Recovery Support Functions
The National Disaster Recovery Framework (NDRF) identifies six Recovery Support Functions (RSF) as the coordinating structure for key areas of recovery assistance. The objective of the RSFs is to facilitate the identification, coordination and delivery of federal assistance to

local, state, tribal and territorial governments and the private and nonprofit sectors, accelerating the process of recovery, redevelopment and revitalization.

The Federal Emergency Management Agency (FEMA) offers several helpful resources on support functions. Visit fema.gov for more.

Community Assistance Recovery Support Function—Supports building relationships, providing training, and supporting efforts to plan, prioritize, and implement recovery goals and objectives.

Economic Recovery Support Function—After a disaster strikes, communities are often faced with a complex and difficult recovery process. The Economic RSF goal is to return to a state of economic health and development of new economic opportunities that result in a sustainable, economically resilient community.

Health and Social Services Recovery Support Function—Works to restore and improve health and social services networks to promote the resilience, health, independence, and well-being of the whole community pre- and post-disaster focusing on health care systems, human services, behavioral health, public health/environmental health, and education.

Housing Recovery Support Function—Works toward addressing disaster housing issues, focusing on solutions that are feasible, sustainable, and resilient in both housing disaster survivors and others who choose to live in recovering communities. Coordinates and effectively integrates available housing-related resources, addresses conflicting policy/program issues, and identifies gaps in service and assistance delivery.

Infrastructure Systems Recovery Support Function—Serves as a collaborative forum to focus on public engineering services such as utilities, roads and bridges that can reduce risks from disasters and expedite recovery.

Natural & Cultural Resources Recovery Support Function—Coordinates departments and agencies working together to provide information and assistance to communities seeking to preserve, protect, conserve, rehabilitate, recover, and restore natural and cultural resources during recovery.

- Local (City/County) Ordinance on Emergency Management

- Local (City/County) Comprehensive Emergency Plan

- Local (City/County) Mitigation Plan

- Local (City/County) Recovery Plan

- Local (City/County) Continuity of Operations/Continuity of Government Plan

- Code of Iowa Chapter 29C

- Iowa Administrative Code, Section 605

- http://homelandsecurity.iowa.gov

- https://ready.iowa.gov/

- https://my.iowahomelandsecurity.org

- http://fema.gov

- http://iowaema.com

IMPORTANT PHONE NUMBERS

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