

POTTAWATTAMIE COUNTY, IOWA
HOMELAND SECURITY & EMERGENCY MANAGEMENT

EMERGENCY MANAGEMENT PROGRAM OVERVIEW

August 2020



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Table of Contents

Click a heading to jump to that page.

AGENCY INTRODUCTION	3
PROGRAM FUNDAMENTALS	4
EMERGENCY MANAGEMENT PRINCIPLES	7
FEDERAL AND STATE OVERSIGHT AND GUIDANCE	8
Homeland Security Presidential Directive 5 (HSPD-5)	8
Presidential Policy Directive 8 (PPD-8)	9
National Preparedness Goal	9
National Preparedness System	10
National Planning Frameworks	11
National Response Framework (NRF)	11
National Incident Management System (NIMS)	12
National Disaster Recovery Framework (NDRF)	13
State of Iowa Emergency Management Laws & Rules	14
COMPREHENSIVE EMERGENCY PLAN	16
EMERGENCY OPERATIONS CENTER	20
EMERGENCY COMMUNICATIONS & PUBLIC INFORMATION	26
WHOLE COMMUNITY – PREPAREDNESS AND RESILIENCY	28
TABLE OF ACRONYMS	29

Emergency Management Program Overview

Agency Introduction

Our mission is to help protect communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters. We are a mission-driven agency that strives to be comprehensive, progressive, risk-driven, integrated, coordinated, flexible, and professional. A successful emergency management program helps save lives, prevent injuries, protects property, mitigates risks and protects the environment.

Natural, Human-caused, and technological hazards can have significant life safety, public health, and economic impacts on our communities. Through the emergency management program, impacted communities implement planning strategies and priorities in order to restore community lifelines after damaging or disrupting events.



The program continues to work in a “whole-community” approach with local, regional, state, and federal partners to assess and address our community needs before and during a potential

emergency or disaster to engage in the development of necessary strategies to mitigate, respond to, and recover from the effects of the various hazards that could impact our communities.



We encourage our residents, government leaders, public safety officials, community partners, and business leaders to take a moment to review this overview information of our comprehensive emergency management program. We are committed and dedicated to be ready for any emergency or disaster our communities may face.

“Our success is measured by how well we help others succeed.”

Program Fundamentals

What is Emergency Management?

Emergency Management is the coordinated analysis, planning, decision-making, and assignment of responsibilities and resources to mitigate against, prepare for, protect from, respond to, and recover from the impacts of *"All-Hazard Emergencies and Disasters"*. These five tenets of emergency management are explained in more detail in the planning section.

What is *"All-Hazards"*?

The concept of an all-hazards approach is the inclusion of all natural, technological, or human-caused incidents that can impact the public health, safety, and security of our communities.

What is Emergency Management's basic goals?

1. Save Lives
2. Prevent Injuries
3. Protect Property and the Environment

Who does Emergency Management Serve?

The Emergency Management Agency serves the entire population of Pottawattamie County, Iowa that is dispersed throughout its incorporated cities and unincorporated communities and county territory. The agency coordinates and supports the required efforts of cities and the county regarding the five tenets of emergency management. This coordination relies on an integrated approach involving many partners, including but not limited to: elected officials, government agencies, non-governmental organizations, businesses, volunteer groups, residents, and regional, state, and federal counterparts.



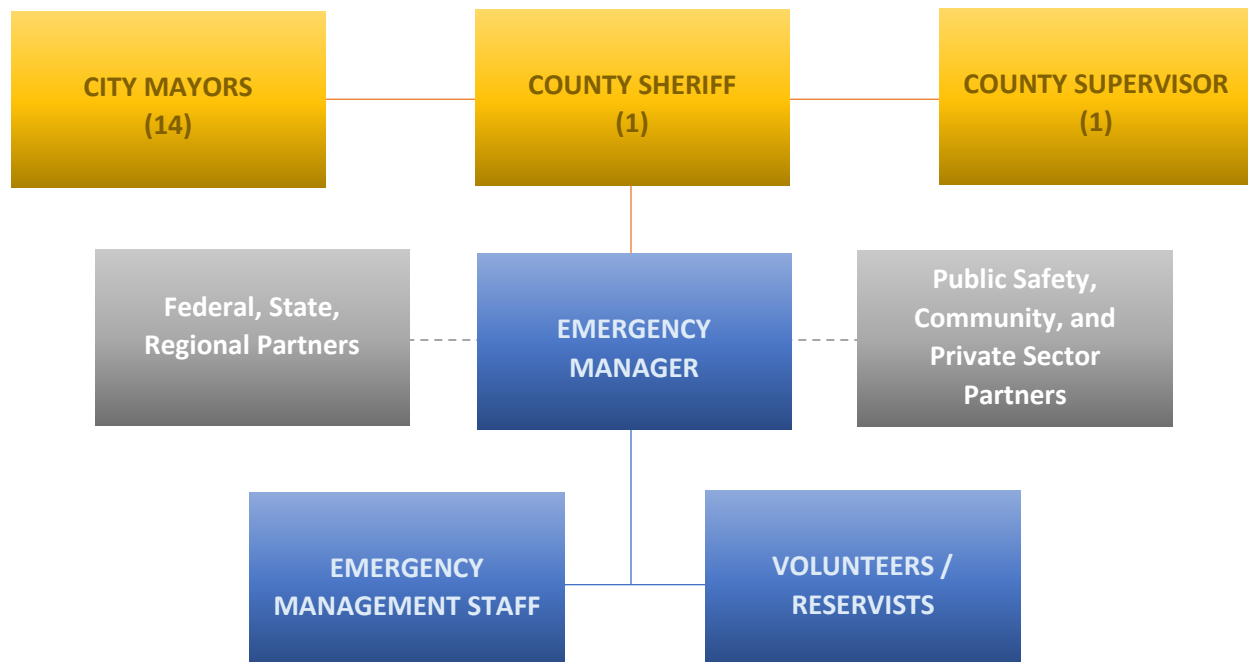
Emergency Management Program Overview

Who is in charge of Emergency Management in Pottawattamie County?

Iowa law, under chapter §29C.9, mandates that the county boards of supervisors, city councils, and sheriff in each county shall establish an emergency management commission; establish and fund an emergency management agency; and appoint an emergency management coordinator to whom they delegate the authority to fulfill the commission duties as described in [Iowa Administrative Code \[605\] Chapter 7 – Local Emergency Management](#).

“The commission shall be composed of a member of the board of supervisors, the sheriff, and the mayor from each city within the county.”¹

“The commission shall determine the mission of its agency and program and provide direction for the delivery of the emergency management services of planning, administration, coordination, training, and support **for** local governments and their departments. The commission shall coordinate its services in the event of a disaster. The commission may also provide joint emergency response communications services through an agreement entered into under chapter 28E.”²



¹ [Iowa Code 29C.9\(2\)](#)

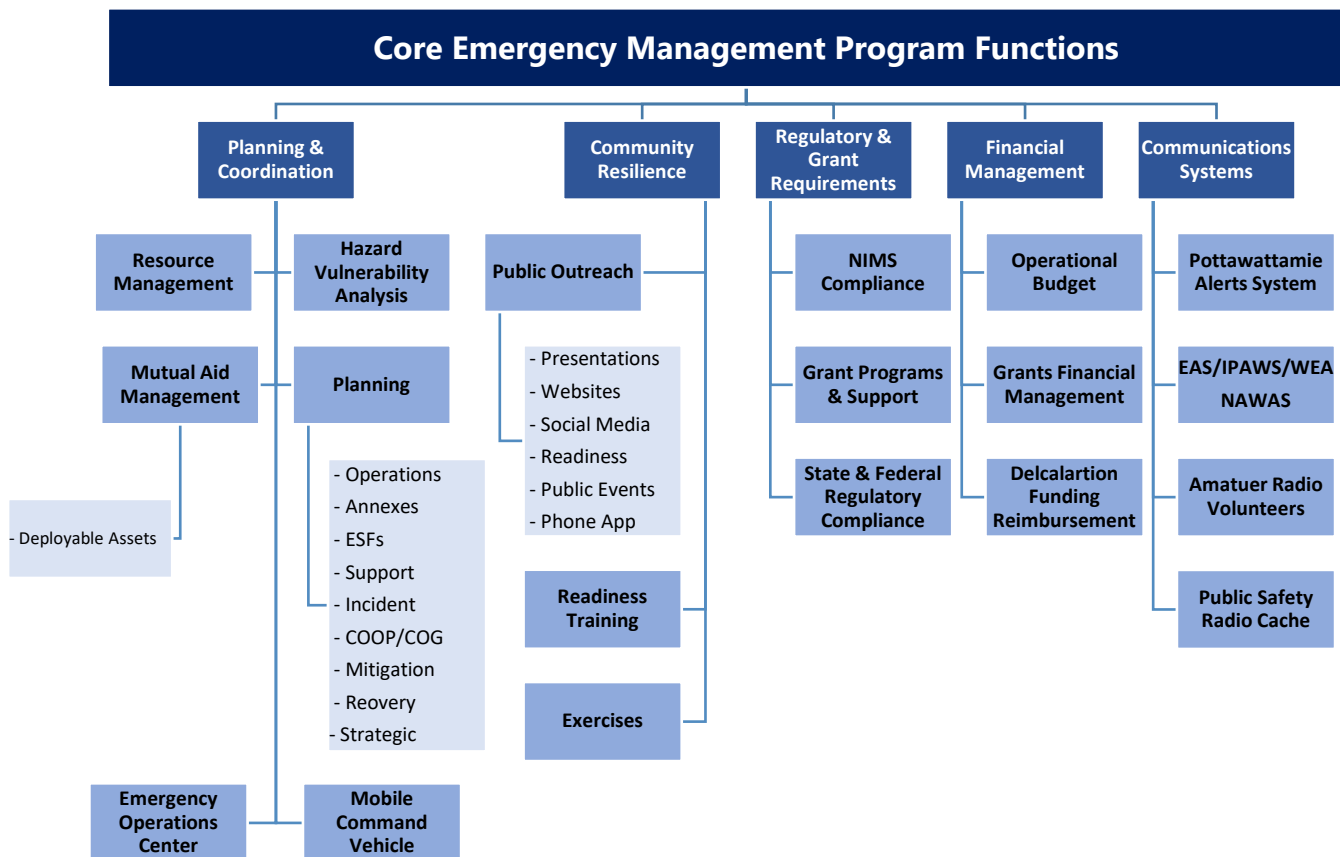
² [Iowa Code 29C.9\(6\)](#)

Emergency Management Program Overview

What are some of the core programs/functions of the Emergency Management Program?

Emergency Management works to minimize the effects of major emergencies and disasters on our communities through:

- Assessing community hazards and risks
- Promoting and supporting preparedness activities
- Developing emergency and disaster response and recovery plans
- Facilitating training and exercises to evaluate plans, systems, and capabilities
- Building partnerships and coordinating planning efforts
- Maintaining an emergency operations center, mobile command vehicle, emergency notification system, and funding public safety communications to coordinate emergency response efforts
- Applying for and implementing preparedness grants
- Coordinating disaster recovery assistance programs



Emergency Management Program Overview

Page 7 of 8

Emergency Management Principles³

Definition

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

Vision

Emergency management seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.

Mission

Emergency management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

Principles

Emergency management must be:

- **Comprehensive** – emergency managers consider and take into account all hazards, all phases, all stakeholders, and all impacts relevant to disasters.
- **Progressive** – emergency managers anticipate future disasters and take preventative and preparatory measures to build disaster-resistant and disaster-resilient communities.
- **Risk-driven** – emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.
- **Integrated** – emergency managers ensure unity of effort among all levels of government and all elements of a community.
- **Collaborative** – emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
- **Coordinated** – emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.
- **Flexible** – emergency managers use creative and innovative approaches to solving disaster challenges.
- **Professional** – emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.



³ Source document: Principles of Emergency Management, September 11, 2007, https://www.fema.gov/media-library-data/20130726-1822-25045-7625/principles_of_emergency_management.pdf

Federal and State Oversight and Guidance

Where do the guidelines originate from for our emergency management program?

The federal government has developed strategic plans to provide guidelines from the federal to the local level for the planning of, protection from, prevention of, mitigation of, response to, and recovery from emergencies and disasters. The national level strategy and guidance is in place to create a common and integrated capacity to deal with emergencies and disasters across the nation. These strategies and guidelines are implemented through requirements in federal grant programs and through the Code of Iowa and Administrative Code related to Emergency Management and Security.

The following subsections will illustrate an overview of the plans in place that all levels of government adhere to for these efforts.

[Homeland Security Presidential Directive 5 \(HSPD-5\)⁴](#)

The Homeland Security Presidential Directive 5 (HSPD 5), issued on February 28, 2003, directs the establishment of a single, comprehensive National Incident Management System (NIMS) led by the Secretary of Homeland Security that covers the prevention, preparation, support, response, and recovery from terrorist attacks, major disasters, and other emergencies. The implementation of such a system includes plans, doctrine, resource typing/credentialing, team and cadre formation, and other activities to enable all levels of government throughout the Nation to work together efficiently and effectively.

HSPD 5 requires all Federal departments and agencies to adopt NIMS and to use it in their individual incident management programs and activities as well as in support of all actions taken to assist State, tribal, and local governments. The directive requires Federal departments and agencies to make adoption of NIMS by State, tribal, and local organizations a condition for Federal preparedness assistance (through grants, contracts, and other activities). NIMS recognizes the role that non-governmental organizations (NGOs) and the private sector have in preparedness and in activities to prevent, protect against, respond to, recover from, and mitigate the effects of incidents.⁵

⁴ <https://www.dhs.gov/sites/default/files/publications/Homeland%20Security%20Presidential%20Directive%205.pdf>

⁵ <https://emilms.fema.gov/IS822/groups/17.html>

Presidential Policy Directive 8 (PPD-8)

*PRESIDENTIAL POLICY DIRECTIVE/PPD-8⁶
SUBJECT: National Preparedness*

"This directive is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters. Our national preparedness is the shared responsibility of all levels of government, the private and nonprofit sectors, and individual citizens. Everyone can contribute to safeguarding the Nation from harm. As such, while this directive is intended to galvanize action by the Federal Government, it is also aimed at facilitating an integrated, all-of-Nation, capabilities-based approach to preparedness."

"Therefore, I hereby direct the development of a national preparedness goal that identifies the core capabilities necessary for preparedness and a national preparedness system to guide activities that will enable the Nation to achieve the goal. The system will allow the Nation to track the progress of our ability to build and improve the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation."

National Preparedness Goal⁷

The National Preparedness Goal defines what it means for the whole community to be prepared for all types of disasters and emergencies.

The goal itself is succinct:

"A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk."



⁶ [Presidential Policy Directive 8 \(PPD-8\)](#)

⁷ [National Preparedness Goal \(FEMA\)](#)

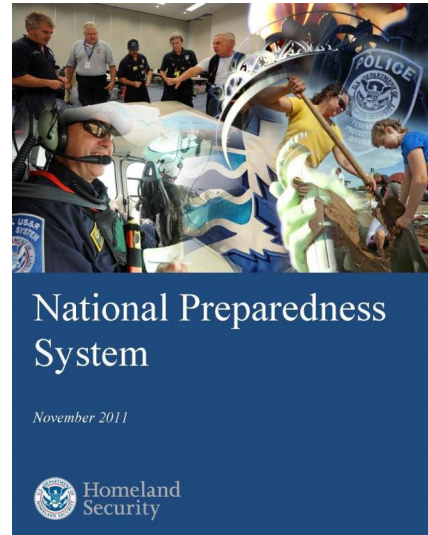
Emergency Management Program Overview

Page 10 of 11

National Preparedness System⁸

The goal of the National Preparedness System is to strengthen the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation.

Presidential Policy Directive 8 (PPD-8) describes the Nation's approach to national preparedness. The National Preparedness Goal is the cornerstone for the implementation of PPD-8; identified within it are the Nation's core capabilities across five mission areas: *Prevention, Protection, Mitigation, Response, and Recovery*. The National Preparedness System is the instrument the Nation will employ to build, sustain, and deliver those core capabilities in order to achieve the goal of a secure and resilient Nation. The guidance, programs, processes, and systems that support each component enables a collaborative, whole community approach to preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.



The National Preparedness System builds on current efforts, many of which are established in the Post-Katrina Emergency Management Reform Act and other statutes. Through the implementation of the National Preparedness System, these efforts will be integrated to be more efficient and effective, supporting our ability to confront any threat or hazard.

It identifies five mission areas— Prevention, Protection, Mitigation, Response, and Recovery—and builds on proven processes to guide the Nation's approach for ensuring and enhancing national preparedness. Key documents related to the National Preparedness System include:

- National Preparedness Goal defines a set of **core capabilities**⁹ within each mission area. Core capabilities are the distinct elements needed to achieve national preparedness.
- National Planning Frameworks set the strategy and doctrine for building, sustaining, and delivering the core capabilities necessary for achieving the National Preparedness Goal.
- Federal Interagency Operational Plans build upon the National Planning Frameworks and are the concept of operations used to integrate and synchronize existing national- level Federal capabilities to support local, state, tribal, territorial, insular area, and Federal plans and are supported by Federal department-level operational plans, where appropriate. They describe how the Federal government aligns resources and delivers core capabilities to reach our shared National Preparedness Goal.

⁸ [National Preparedness System](#)

⁹ <https://www.fema.gov/core-capabilities>

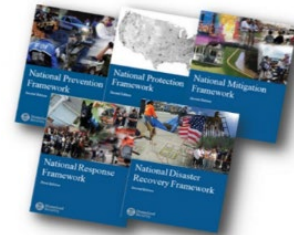
Emergency Management Program Overview

Page 11 of 12

National Planning Frameworks¹⁰

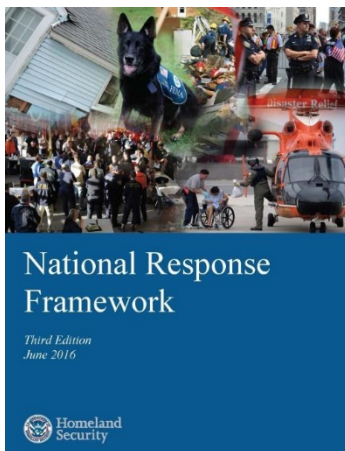
The National Planning Frameworks are part of the National Preparedness System. There is one Framework for each of the five preparedness mission areas:

- [National Prevention Framework](#)
- [National Protection Framework](#)
- [National Mitigation Framework](#)
- [National Response Framework](#)
- [National Disaster Recovery Framework](#)



“The Frameworks foster a shared understanding of our roles and responsibilities from the firehouse to the White House. They help us understand how we, as a nation, coordinate, share information and work together – which ultimately results in a more secure and resilient nation.”

[Overview of the National Planning Frameworks](#)

National Response Framework (NRF)¹¹

The National Response Framework is a guide to how the Nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the *National Incident Management System* to align key roles and responsibilities across the Nation. The NRF begins to define the key roles and responsibilities of local authorities.

This Framework describes specific authorities and best practices for managing incidents that range from the serious but purely local to large- scale terrorist attacks or catastrophic natural disasters.

The National Response Framework describes the principles, roles and responsibilities, and coordinating structures for delivering the core capabilities required to respond to an incident and further describes how response efforts integrate with those of the other mission areas.

“This Framework is always in effect, and elements can be implemented at any time.”

¹⁰ <https://www.fema.gov/national-planning-frameworks>

¹¹ [National Response Framework \(Fourth Edition\)](#)

Emergency Management Program Overview

Page 12 of 13

National Incident Management System (NIMS)¹²

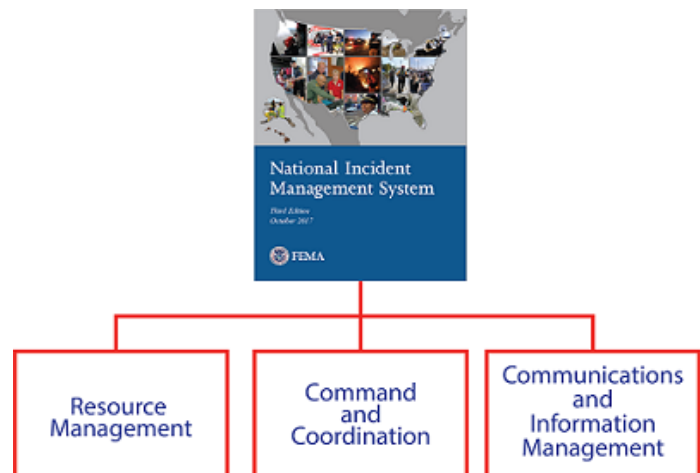
NIMS guides all levels of government, nongovernmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents and provides these stakeholders a shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System.

NIMS defines the critical operational systems, including the Incident Command System (ICS), Emergency Operations Center (EOC) structures, and Multiagency Coordination Groups (MAC Groups) that guide how personnel work together during incidents.

NIMS applies to all incidents, from traffic accidents to major disasters. The jurisdictions and organizations involved in managing incidents vary in their authorities, structures, communication capabilities and protocols. NIMS provides the common framework to integrate these diverse nuances.

“The common strategies contained in NIMS incorporates solutions developed over decades of experience by incident personnel across the Nation.”

NIMS guidelines are organized into three major components:



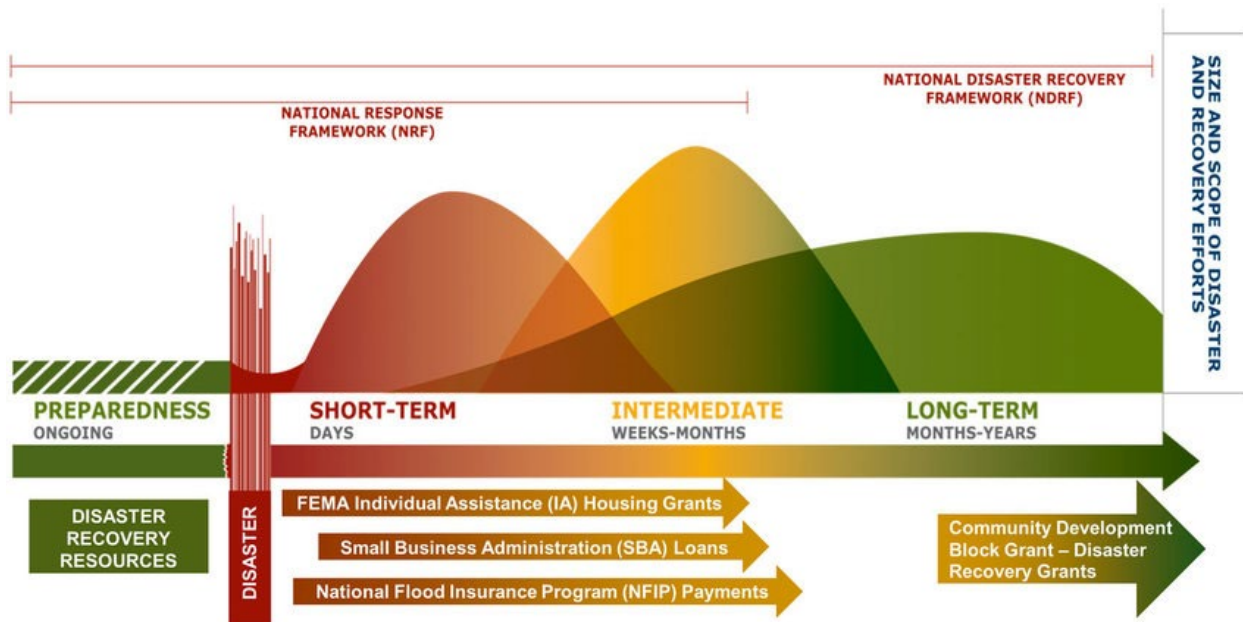
- **Resource Management** describes standard mechanisms to systematically manage resources (personnel, equipment, supplies, teams, facilities) before and during incidents in order to allow organizations to more effectively share resources when needed.
- **Command and Coordination** describes leadership roles, processes, and recommended organizational structures for incident management at the operational and incident support levels and explains how these structures interact to manage incidents effectively and efficiently.
- **Communications and Information Management** describes systems and methods that help to ensure those incident personnel and other decision makers have the means and information they need to make and communicate decisions.

These components represent a building-block approach to incident management. Applying the guidance for all three components is vital to successful NIMS implementation.

¹² [National Incident Management System \(2017\)](#)

Emergency Management Program Overview

Page 13 of 14

National Disaster Recovery Framework (NDRF)¹³

The NDRF establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities. Resilient and sustainable recovery encompasses more than the restoration of physical structures to pre-disaster conditions. Only through effective coordination, can communities ensure the continuity of services and support to meet the needs of affected community members who have experienced the hardships of financial, emotional, and/or physical impacts of devastating disasters.

The ability of a community to accelerate the recovery process begins with its efforts in pre-disaster preparedness, including coordinating with whole community partners, mitigating risks, incorporating continuity planning, identifying resources, and developing capacity to effectively manage the recovery process, and through collaborative and inclusive planning processes. Collaboration across the whole community provides an opportunity to integrate mitigation, resilience, and sustainability into the community's short- and long-term recovery goals.

This Framework is always in effect, and elements can be implemented at any time. The structures, roles, and responsibilities described in this Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or following an incident. Selective implementation allows for a scalable and deliberate delivery of specific resources and capabilities and a level of coordination appropriate for each incident.

Building on a wealth of objective and evidence-based knowledge and community experience, this Framework seeks to increase awareness of recovery capabilities across the whole community.

¹³ [National Disaster Recovery Framework \(2016\)](#)

Emergency Management Program Overview

State of Iowa Emergency Management Laws & Rules

Emergency Management Established

Iowa Code, Chapter §29C.9 calls for the establishment of Local Emergency Management Commissions *to oversee local emergency management functions within each county* through the establishment and funding of an emergency management agency. The agency is considered a joint county-municipal public safety agency, independent of the established county government and incorporated municipalities within the county. The Commission is statutorily comprised of a member of the county board of supervisors, the sheriff, and the mayor from each city within the county.

The commission appoints an emergency management coordinator to lead the agency and delegates their authority to the coordinator in order to fulfill the Commission’s duties as described in the Code of Iowa and Administrative Code 605. When a disaster or emergency occurs, the emergency management agency provides the overall coordination and assistance to the governing officials of the municipalities and the county.

Minimum Duties and Responsibilities

The minimum duties & responsibilities of the commission are outlined in Iowa Administrative Code [605] Chapter 7. The following table of duties and responsibilities outline some of the major components of those requirements and how they interface with federal doctrine.

IAC Ref.	Description	Mission Area	Core Capabilities	Federal Reference(s)
§605-7.3(4)b Hazard identification, risk assessment, and capability assessment.				
b(1)	Identify credible hazards, likelihood of occurrence, & vulnerability of the jurisdiction.	MITIGATION	Threats & Hazards Identification	National Preparedness System National Preparedness Goal
b(2)(3)	Determine consequences & impact of hazards.	MITIGATION	Risk & Disaster Resilience Assessment	
b(4)	Identify mitigation & preparedness considerations.	MITIGATION	Long-term Vulnerability Reduction	
b(5)	Determine the operational capability & readiness of the jurisdiction to address hazards & risks.	MITIGATION	Risk & Disaster Resilience Assessment	
§605-7.3(4)c Resource management.				
c(1)	Develop a method to identify, acquire, distribute, account for, & utilize resources essential to emergency functions.	ALL	Planning	National Preparedness System National Preparedness Goal National Planning Frameworks National Incident Mgmt System
c(2)	Commission <i>shall</i> utilize services, equipment, supplies & facilities of the political subdivisions that are members of the commission.	RESPONSE	Logistics & Supply Chain Management	
c(3)	Identify resource shortfalls & develop steps & procedures to overcome shortfalls.	ALL	Planning	
c(4)	Commission <i>shall</i> develop mutual aid agreements in compliance with Iowa Code §28E.	RESPONSE	Logistics & Supply Chain Management	
§605-7.3(4)d Planning.				
d(1)	The commission <i>shall</i> develop a comprehensive emergency plan that is capabilities-based, multihazard & multifunctional that conforms to FEMA CPG 101.	ALL	Planning	National Preparedness System National Preparedness Goal National Planning Frameworks National Incident Mgmt System
d(2)	Plans <i>shall</i> contain identification of functional roles & responsibilities of internal & external agencies, organizations, departments, & individuals as well as establishing & identifying lines of authority for those agencies, organizations, departments, & individuals.			

IAC Ref.	Description	Mission Area	Core Capability	Federal Reference(s)
§605-7.3(4)d Planning – continued.				
d(3)	Plans <i>shall</i> be regularly reviewed & amended as appropriate on a (5) year schedule with certain annual update requirements.	ALL	Planning	National Preparedness System National Preparedness Goal National Planning Frameworks National Incident Mgmt System
d(4)	Plans must be adopted by the members of the commission to be certified.			
d(5)	The operations plan <i>shall</i> include provisions for damage assessment.			
d(6)	Hazardous materials plans <i>shall</i> meet the requirements of federal law, 42 USC §11003.			
d(8-11)	Plans must be approved by the state & financial assistance in a disaster is contingent upon having a state-approved plan for public or private nonprofit entities within the county to be eligible to receive state financial assistance.			
§605-7.3(4)e Direction, control and coordination.				
e(1)	The commission <i>shall</i> execute & enforce the orders or rules made by the governor.	RESPONSE	Environmental Response/Health and Safety	National Preparedness System National Preparedness Goal National Planning Frameworks National Incident Mgmt System
e(2)	The commission <i>shall</i> establish & maintain the capability to effectively direct, control & coordinate emergency & disaster response & recovery efforts.	RESPONSE	Operational Coordination	
e(3)	The commission <i>shall</i> establish a means of interfacing on-scene management with direction & control personnel & facilities.	RESPONSE	Operational Coordination Intelligence & Info Sharing Situational Assessment Operational Communications	
e(4)	The commission should actively support use of the ICS by all emergency & disaster response agencies within the jurisdiction.	RESPONSE	Operational Coordination	
§605-7.3(4)f Damage assessment.				
f(1)	The commission <i>shall</i> develop & maintain a damage assessment capability and <i>shall</i> designate individual responsible for the function of damage assessment.	RESPONSE RECOVERY	Infrastructure Systems	National Preparedness System National Preparedness Goal National Planning Frameworks
f(2)	Individuals identified by the commission <i>shall</i> be training through a course approved by the state.			
§605-7.3(4)g Communications and warning.				
g(1)	Identify a means of disseminating a warning to the public, key officials, emergency response personnel & those other persons within the jurisdiction that may be potentially affected.	ALL	Public Information & Warning	National Preparedness System National Preparedness Goal National Planning Frameworks
g(2)	Identify the primary & secondary means of communications to support direction, control, & coordination of emergency management activities.	RESPONSE	Operational Coordination Intelligence & Info Sharing Situational Assessment Operational Communications	National Preparedness Goal National Planning Frameworks National Incident Mgmt System
§605-7.3(4)h Operations and procedures.				
	Encourage public & private agencies with defined responsibilities in the plan to develop SOPs, policies & directives in support of the plan.	ALL	Planning	National Preparedness Goal National Planning Frameworks National Incident Mgmt System
§605-7.3(4)i Training.				
i(1)	The commission shall require the coordinator to meet minimum training requirement established by the state.			National Preparedness System National Preparedness Goal National Incident Mgmt System
i(2-5)	The commission will encourage other agency staff & personnel with responsibilities for & within the plan to attend training appropriate to their responsibilities.			

IAC Ref.	Description	Mission Area	Core Capability	Federal Reference(s)
§605-7.3(4)j Exercises.				
j(1)	The commission <i>shall</i> ensure exercise activities are conducted annually in accordance with local, state & federal requirements.			National Preparedness System National Preparedness Goal National Incident Mgmt System HSEEP
j(2)	Exercises should follow a (5) year progressive plan.			
j(3)	Local entities assigned to an exercise should actively participate & support the role of the entity in the exercise.			
j(4)	Local entities assigned to an exercise should actively participate in the design, development, implementation, & evaluation of the exercise.			
§605-7.3(4)k Public education and information.				
k(1)	The commission should designate the individual or individuals who are responsible for public education & information functions.	ALL	Public Information & Warning Operational Coordination Operational Communications Intelligence & Info Sharing Situational Assessment	National Preparedness System National Preparedness Goal National Planning Frameworks National Incident Mgmt System
k(2)	The commission should ensure a public information capability, to include: <ul style="list-style-type: none"> Designated & training information personnel. System of receiving & disseminating emergency public information. Method to develop, coordinate, & authorize the release of information. Capability to communicate with functional needs populations. 			
k(3)	Actively support capabilities to electronically collect, compile, report, receive, & transmit emergency public information.	ALL	Public Information & Warning	

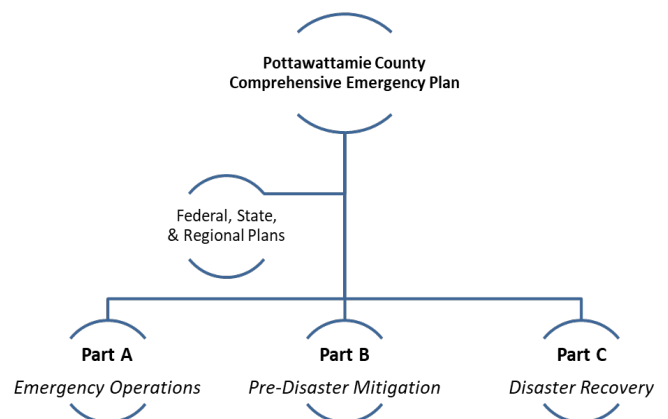
[Iowa Code §29C – Emergency Management and Security \(2020\)](#)

[Iowa Administrative Code 605-7 \(29C\) – Local Emergency Management \(2020\)](#)

[National Preparedness Goal - Mission Areas and Core Capabilities](#)

Comprehensive Emergency Plan

The Pottawattamie County Comprehensive Emergency Plan (CEP) is constructed using an all-hazards approach and applicable to all jurisdictions within Pottawattamie County under the jurisdiction of the Emergency Management Commission. The CEP components comply with federal emergency planning requirements outlined by federal law, doctrine, guidelines, and state law.



The CEP is a three-part plan consisting of the Operations Plan, Mitigation Plan, and Recovery Plan. Each of these components have parts, appendices, attachments, and referenced materials that all create a comprehensive planning framework to guide jurisdictions during large pre-

Emergency Management Program Overview

Page 17 of 18

planned events, large emergencies, multijurisdictional responses, and major or catastrophic events.

The Emergency Planning process is not a one-time event. Rather, it is a continual cycle of planning, training, exercising, responding, and revision that takes place throughout the five phases of the emergency management cycle (preparedness, prevention, mitigation, response, and recovery).

A significant planning objective includes the development and maintenance of an up-to-date emergency operations plan (EOP). An EOP can be defined as a document maintained at various jurisdictional levels describing the plan for responding to a wide variety of potential hazards.

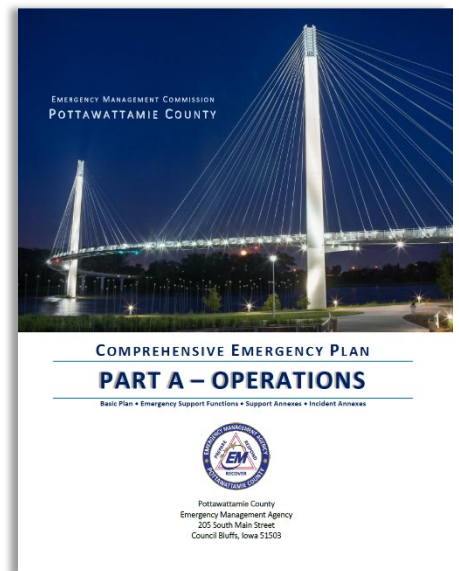
The planning strategy of today is about stakeholders bringing their resources and strengths to the table to develop and reinforce the overall jurisdiction's emergency management and homeland security programs. Properly developed, supported, and executed operational plans are needed to ensure an active and evolving program.

What is an Emergency Operations Plan (EOP)?

An EOP is a document describing how citizens, property, and the environment will be protected in a disaster or emergency. The EOP describes actions to be taken in response to natural, technological and/or adversarial or human caused hazards, outlining the primary actions to be performed by specific organizational elements at projected times and places based on established objectives, assumptions, and assessment of capabilities.

An EOP should be:

- **Comprehensive.** It should cover all aspects of emergency prevention, preparedness, and response and address mitigation concerns as well.
- **All-hazards.** Thus, being flexible enough to use in all emergencies, preplanned events—even unforeseen incidents and circumstances.
- **Risk-based.** It should include hazard-specific information, based on the hazard analysis.



The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations. An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC).

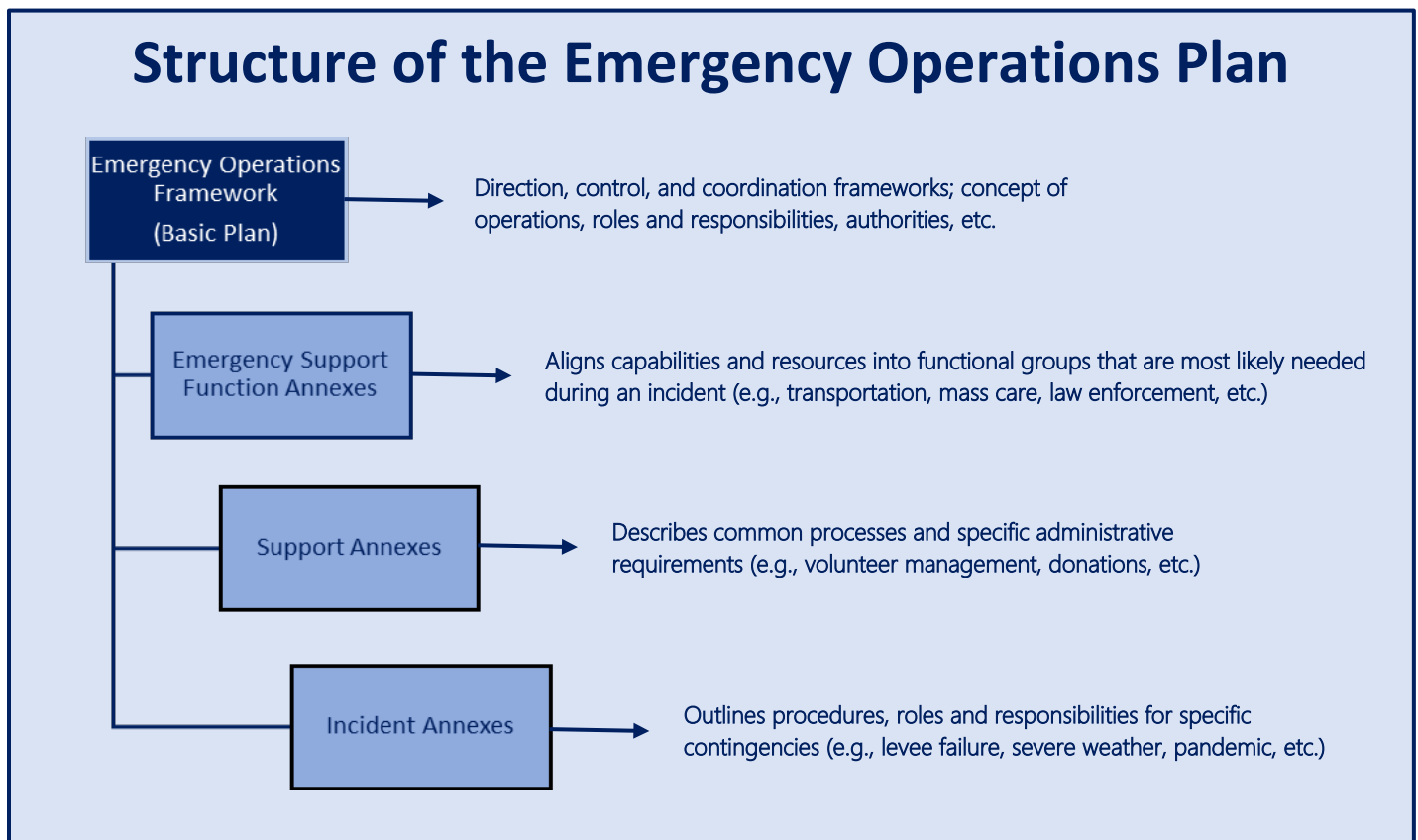
The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander, Agency Administrator, or Chief Elected Official.

Emergency Management Program Overview

Page 18 of 19

The County EOP is composed of four main elements:

- Emergency Operations Framework (Basic Plan)
- Emergency Support Functions Annexes (ESFs)
- Support Annexes (SAs)
- Incident Annexes (IAs)



Emergency Operations Framework (also known as the Basic Plan): Provides a framework for emergency operations and information regarding the jurisdictional emergency management structure. It serves as the primary document outlining roles and responsibilities of elected officials, department heads, agency administrators, and key response partners during an incident.

Emergency Support Functions (ESFs): The ESFs focus on critical tasks, capabilities, and resources provided by emergency response agencies and key response partners throughout the county. In the event of an incident for which local capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways for requesting resources and seeking additional support from State of Iowa (State) agencies. Pottawattamie County utilizes the recognized federal and state ESFs with some minor modifications and additions, as shown in the table on the following page.

Emergency Management Program Overview

Page 19 of 20

	ESF-1	<i>Transportation</i>	Facilitates emergency transportation needs such as evacuations, personnel movements, resource support, etc. Will also evaluate aviation and airspace control as needed.
	ESF-2	<i>Communications & Warning</i>	Details emergency public information and warning operations as well as supporting emergency operations communications, situation awareness pathways, and auxiliary communications needs.
	ESF-3	<i>Public Works</i>	Addresses support to life-saving and sustaining operations. Coordinates public infrastructure protection, emergency repair, and restoration.
	ESF-4	<i>Firefighting & EMS</i>	Coordinates fire and emergency medical service operations such as wildland fire, major rural or urban fire management operations and incident site mass casualty management.
	ESF-5	<i>Emergency Management</i>	Facilitates the direction, control, and coordination of emergency and disaster response and recovery efforts. Coordinates ICS Planning Section services, contingency planning, and information management for situational awareness. Manages damage assessment operations.
	ESF-6	<i>Mass Care & Human Services</i>	Coordinates life sustaining services for impacted citizens such as mass care/sheltering, emergency assistance, disaster housing, and emergency feeding.
	ESF-7	<i>Logistics & Support</i>	Facilitates a comprehensive logistics planning and management system to meet incident needs. Provides a single-point coordination point for facilities, equipment, supplies, etc.
	ESF-8	<i>Public Health & Medical Services</i>	Provides a coordinating structure of entities to conduct public health, medical/healthcare services, mental health and mass fatality management services.
	ESF-9	<i>Search & Rescue</i>	Coordinates required live-saving search and rescue operations for those trapped, lost or missing related to incidents and disasters.
	ESF-10	<i>Hazardous Materials</i>	Coordinates hazardous materials response as well as the short- and long-term cleanup and restoration needs of an incident.
	ESF-11	<i>Agriculture & Animal Protection</i>	Facilitates the coordination and support for animal and plant disease response, food safety and security, natural and cultural resources protection. Includes provisions for the safety and well-being of household pets.
	ESF-12	<i>Energy</i>	Facilitates the public-private interface for the continuity, protection, and restoration of the energy and fuel distribution service providers.
	ESF-13	<i>Public Safety & Security</i>	Coordinates the provision of facility and resource security. Provides security planning, technical resources, and support for law enforcement operations, investigations, access control, traffic control, and crowd control.
	ESF-14	<i>Damage Assessment</i>	Facilitates local preliminary damage assessments and analysis, ongoing assessment of impacts, & coordination of Joint Preliminary Damage Assessment operations.
	ESF-15	<i>External Affairs</i>	Coordinates the implementation and operation of joint public information services and community relations needs.
	ESF-16	<i>Education Sector</i>	Facilitates the integration, coordination, and support of school systems and higher education entities as well as the support they may be able to provide during incidents.
	ESF-17	<i>Military Support to Civilian Authorities</i>	Identifies mechanisms to coordinate operations and support services of military components activated in response to emergencies, disasters, and significant pre-planned events.
	ESF-18	<i>Business & Industry</i>	Facilitates the inclusion of the private sector into emergency response efforts as well as coordinating response support to the public sector and impacted residents.

Emergency Management Program Overview

Page 20 of 21

Support Annexes (SAs): SAs describe functions that do not fit within the scope of the ESF annexes and identify how departments and agencies, private sector, volunteer organizations, and nongovernmental organizations coordinate to execute a common support function required during an incident. The actions described in the SAs are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident.

Incident Annexes (IAs): While the EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Emergency Operations Framework (EOF / Basic Plan) to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the most current Hazard Identification and Vulnerability Assessment. The IAs identifies action on a more “step-by-step” or detailed basis that the collective guidance found in the ESFs.

Emergency Operations Center

What is an Emergency Operation Center?

An Emergency Operations Center, or EOC, is a central command and control facility responsible for carrying out the principles of emergency preparedness, emergency management, or incident management functions. The bulk of the focus at the EOC is at a strategic operations level in an emergency situation, and ensuring the continuity of operation of political subdivisions, critical infrastructure partners or other essential organizations.



An EOC is responsible for the strategic overview, or “big picture”, of the disaster, and does not *normally* directly control field assets. The EOC, and the executive level personnel that staff it, make coordinated operational decisions and leave tactical decisions to assigned on-scene commanders. On-scene commanders select and implement the tactics appropriate to achieve the strategies, objectives, and policies approved at the EOC.

With the specific requirement upon the emergency management commissions in Iowa and their identified agency mission scope, the Pottawattamie County EOC will also jointly serve as an Incident/Unified Command Post or Area Command Post for incidents of countywide significance and/or incidents that have no clearly identifiable “incident site”.

Emergency Management Program OverviewPage 21 of 22

The common functions of all EOC's is to:

- Collect, gather, analyze, and disseminate data;
- Make decisions that protect life and property, maintain continuity of the organizations impacted, within the scope of applicable laws; and
- Disseminate and implement those decisions to the appropriate agencies and individuals.

When a large scale event has occurred, it is important that the response be coordinated. This generally means activating the Emergency Operations Center to assure central coordination and support to activities such as public warning, public official alerting, situation assessment and analysis, care and shelter, evacuation, search and rescue, resource mobilization, and initial restoration/recovery operations.

Where is the EOC?

The EOC can be a physical space (singular large room and/or multiple rooms) and/or virtual (e.g., telephone conference call, video conference, etc.) location designed to support emergency response, business continuity and crisis communications activities. The EOC should be able to accommodate a staff up to 40-60 responders working in 12-hour shifts throughout activation. The EOC is optimal when self-sustaining but must have access to emergency power, food, water, sanitation and supplies to support emergency responders for an extended period of time in a catastrophic event.

Jurisdictions within Pottawattamie County have access to three (3) designated locations depending on the nature and scope of the event, viability of identified facilities post-incident, and needed resources:

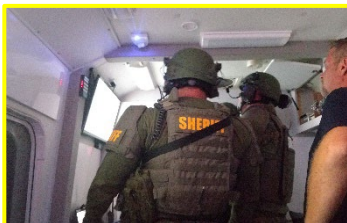
- Primary: Emergency Management Agency
 205 S Main St, Council Bluffs, IA 51503
- Alternate 1: Council Bluffs Police Department Community Room
 1 Ezra Jackson Way, Council Bluffs, IA 51503
- Alternate 2: Oakland Fire Department
 614 Dr. Van Zee Rd, Oakland, IA 51560

Pottawattamie County is approximately 960 square miles, measuring almost 41 miles from west to east and 23 ½ miles from north to south. With the large geographical footprint of the county (the second largest in the state), response from elected officials and key executive personnel is not always practical or desirable based on the location of an incident or event. Additionally, some responses that require modest levels of support, management capacity, and coordination may not always necessitate activation of the EOC. In these circumstances emergency management can field deploy EOC services via a mobile platform or combination of mobile deployment and partial and/or virtual activation of the primary EOC.

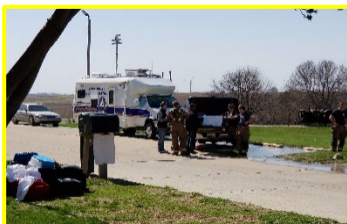
Emergency Management Program Overview

The *Inter-agency Mobile Command Vehicle (MCV)* is deployed by EMA to incidents in support of local agency responses that are longer in duration than standard incidents or require an expanded on-scene command presence and incident support capabilities; such as planning, situational awareness, coordination, resource management, and information management.

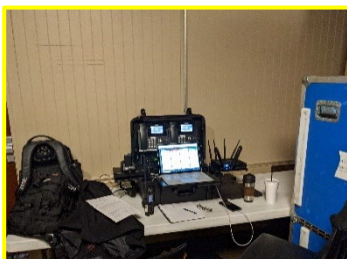
In addition to the MCV, the agency possesses additional deployable equipment to support emergency operations at incident site locations such as



emergency response vehicles equipped with incident command and emergency operations support equipment, portable communications platforms to support voice and data operations to achieve operational coordination, operational communications, and situational assessment.



Additional deployable equipment includes mass casualty response trailers, UTV support vehicles, unmanned aerial system (drone), a trailer mounted flood pump, an emergency shelter support trailer, incident management and resource tracking systems and supplies, and portable radios to supplement on-scene operations and events.



On an annual basis, emergency management supports local public safety agencies and organizations with on-scene EOC and Field Response assets, personnel, and services for incidents and events such as:

- Multi-agency rural, urban, and wildland fire responses
- Law enforcement tactical operations
- Large outdoor concerts
- Community events and celebrations
- Public education events
- Hazardous materials incidents
- Elected Official and campaign events



Emergency Management Program OverviewPage 23 of 24

Who staffs the EOC?

Staff support for the EOC is derived from several sources based on the response conditions and staffing needs:

- Municipal and County employed personnel and elected officials
- Credentialed/qualified local governmental and public safety employees
- Credentialed/qualified personnel from mutual aid resources
- Pre-credentialed/qualified volunteers and/or disaster reservists

When is the EOC activated?

The EOC can be activated for various reasons based on the needs of the jurisdiction, organization, or Incident Commander; the context of a threat; the anticipation of events; or in response to an incident.

Circumstances that may trigger EOC activation include:

- More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies;
- The Incident or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources and support;
- A similar incident in the past led to EOC activation;
- The Emergency Management Director or an appointed or elected official directs that the EOC be activated;
- An incident is imminent (e.g., river flooding, predicted hazardous weather, elevated threat levels);
- Threshold events described in the emergency plan or other policies and procedures; and/or
- Significant impacts to the population are anticipated.

EOC activation is based on activation levels to allow for clearly communicated expectations for a scaled response, delivery of the needed resources, and a level of coordination appropriate for the incident or event.

Activation levels in Pottawattamie County comply with the standardized NIMS EOC activation level guidelines as follows:

Normal Operations or Steady State. During normal operations (steady state), emergency management personnel maintain operational readiness by monitoring and assessing potential threats and hazards; conducting routine and ongoing coordination with other departments and agencies; developing and executing plans, training, and exercises; and maintaining facilities and equipment.

Activation Levels. The level of activity within an EOC often grows as the size, scope, and complexity of the incident grow. If incident management efforts require additional

Emergency Management Program Overview

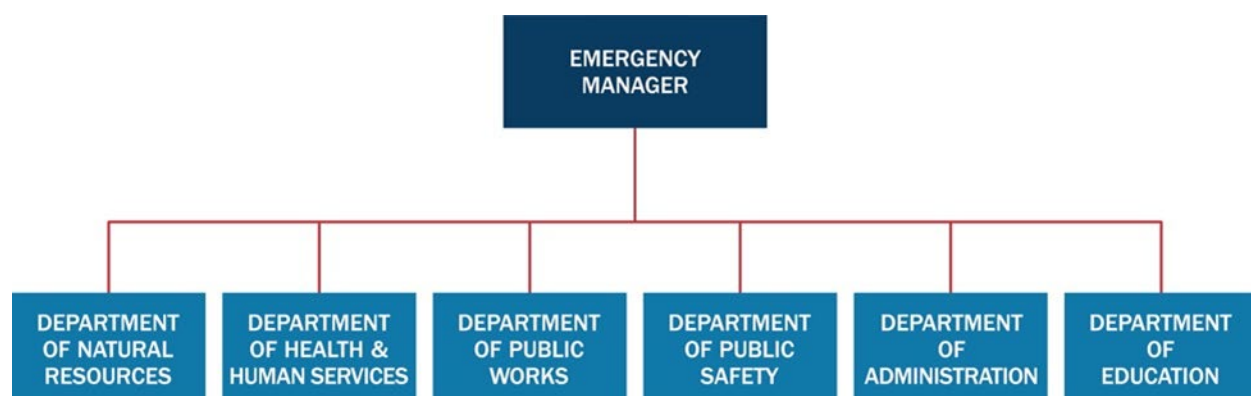
support and coordination, The EOC Director may activate additional staff to involve more disciplines, mobilize additional resources, inform the public, address media inquiries, involve senior elected and appointed officials, and request outside assistance.

Activation Level		Description
3	Normal Operations Steady-State	<ul style="list-style-type: none"> • Activities that are normal for the EOC when no incident or specific risk or hazard has been identified. • Routine countywide watch, warning or sustained incident support activities.
2	Partial Activation Enhanced Steady-State	<ul style="list-style-type: none"> • Certain EOC team members, organizations & functions are activated to monitor a credible threat, risk, or hazard and/or enhanced support to the response of an ongoing or new and potentially evolving incident or event.
1	Full Activation	<ul style="list-style-type: none"> • EOC team is activated, including personnel from all assisting agencies, to support the response & recovery to a major incident or credible threat of high consequence.

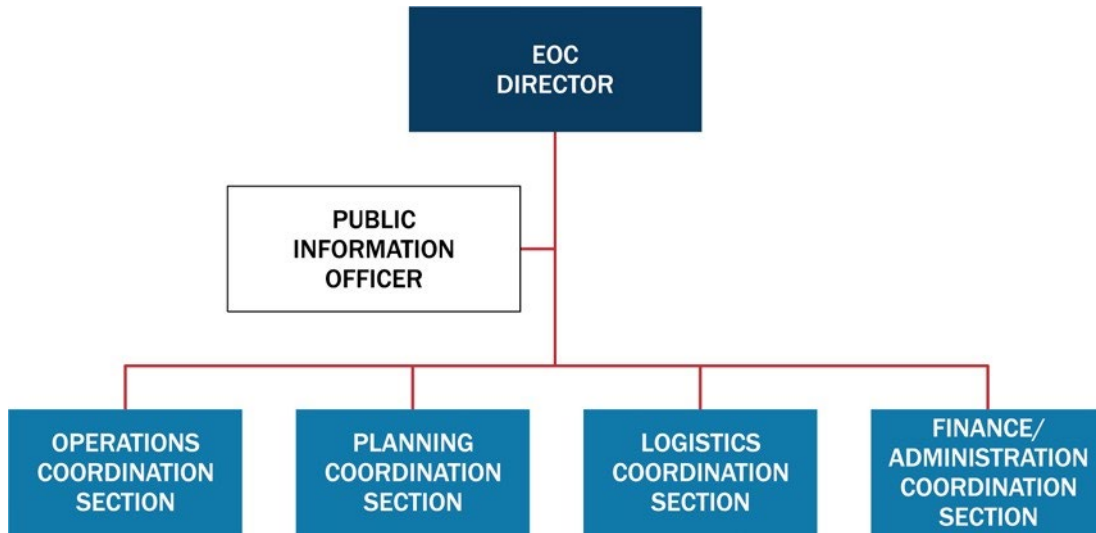
Organization of the EOC follows the organized management structures as directed by the NIMS guidelines to coordinate and manage response and recovery activities. The structures are organizational framework options that can be expanded or contracted based on the incident type, complexity, needs, and length of operations. When fully activated for a significant event the EOC could staff as many as 60-80 positions. Additionally, organizational models can be modified or hybridized between the models to meet specific incident-related needs.

The base organizational models utilized for emergency operations include:

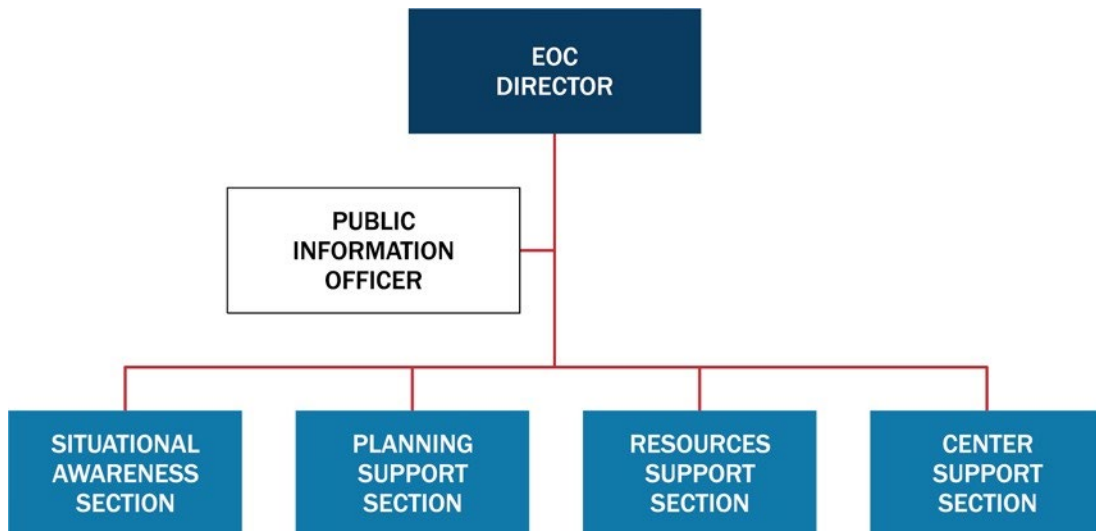
Departmental EOC Model



ICS or Incident Command-like EOC Model



Incident Support EOC Model



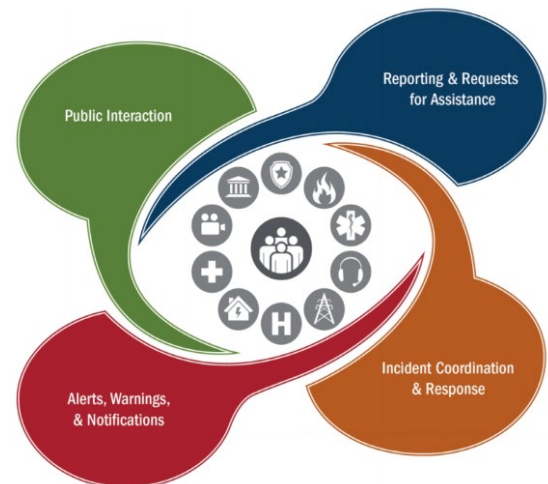
Emergency Management Program Overview

Page 26 of 27

Emergency Communications & Public Information

Regarding emergency and disaster response and recovery efforts, the Emergency Management Commission has oversight for:

- Facilitating the delivery of public warnings and communicating emergency information. Some of the methods used include:
 - Pottawattamie Alerts, part of the Alert Iowa Network
 - Integrated Public Alert & Warning System (IPAWS)
 - Emergency Alert System (EAS)
 - Web-based products (agency website, social media, public app, etc.)
- Coordinating county public safety radio communication system planning, in collaboration with the Sheriff's Office Division of Communications, to support disaster response and recovery
- Auxiliary emergency communications (amateur radio)
- Public messaging before, during and after events in coordination with county, local, regional, state and federal Public Information Officers (PIOs)



Communications Links & Resources

- [Emergency Management Agency Website](#)
- [Information on Pottawattamie Alerts – Alert Iowa Network](#)
- [Information on Integrated Public Alert & Warning System \(FEMA\)](#)
- [Information on the Emergency Alert System \(FEMA\)](#)
- [National Emergency Communications Plan \(2019\)](#)



Click to sign up for free emergency alerts and severe weather notifications.

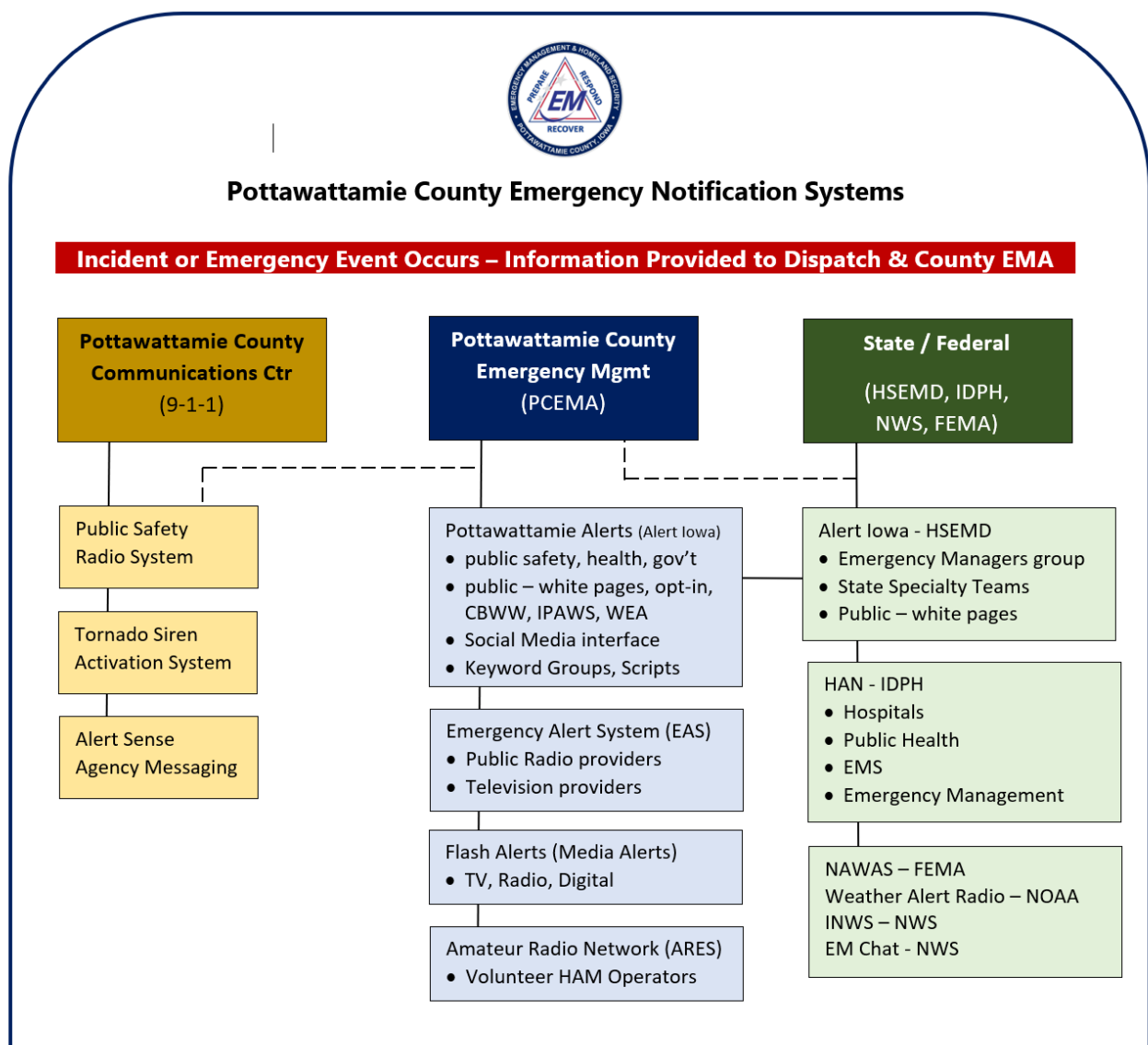


Emergency Management Program Overview

Public Notification of Emergency Messaging:

Emergency Management has several ways to notify the public of emergency situations and community information pre- and post-disaster response. The following diagram demonstrates the capabilities that can be employed to provide information to the general public as well as to response partners.

Community members are routinely encouraged to opt-in and subscribe to our local emergency notification system – Pottawattamie Alert!, part of the Alert Iowa Network. **“We can’t alert you if we can’t reach you.”**



Emergency Management Program Overview

Page 28 of 29

Whole Community – Preparedness and Resiliency

Community Resilience, as defined by Presidential Policy Directive 8 is the ability of a community to adapt to changing conditions, withstand disruption, and rapidly recover from emergencies.

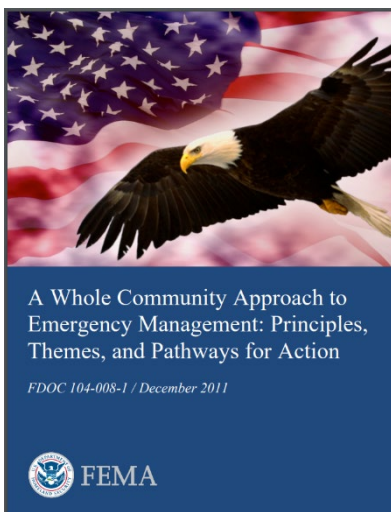
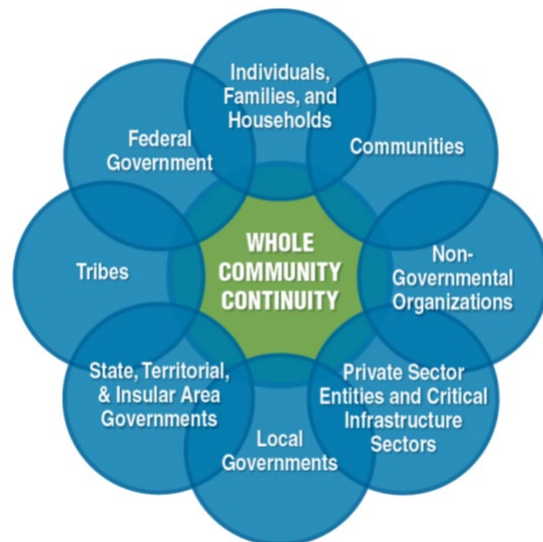
Preparedness is a **shared** responsibility; it calls for the involvement of everyone — not just the government — in preparedness efforts. By working together, everyone can help keep our communities safe from harm and help keep it resilient when struck by hazards, such as natural disasters, acts of terrorism, and pandemics.

The phrase “whole community” appears a lot in preparedness materials, as it is a major guiding principle in resiliency. It can mean two things:

- Involving people in the development of local preparedness documents; and/or
- Ensuring their roles and responsibilities are reflected in the content of the materials.

Whole Community planning includes:

- Individuals and families, including those with access and functional needs
- Businesses
- Faith-based and community organizations
- Nonprofit groups
- Schools and academia
- Media partners
- All levels of government, including state, local, tribal, territorial, and federal partners



Click to read the FEMA's
"Whole Community Approach" document.

Emergency Management Program Overview

Page 29 of 30

Table of Acronyms

CEP	Comprehensive Emergency Plan
EAS	Emergency Alert System
EMA	Emergency Management Agency
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HSEMD	Iowa Homeland Security & Emergency Management
HSPD-5	Homeland Security Presidential Directive 5
IAs	Incident Annexes
ICS	Incident Command System
IDPH	Iowa Department of Public Health
IPAWS	Integrated Public Alert & Warning System
MAC Groups	Multiagency Coordination Groups
MCV	Mobile Command Vehicle
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
NWS	National Weather Service
PCEMA	Pottawattamie County Emergency Management Agency
PIO	Public Information Officer
PPD-8	President Policy Directive 8
SAs	Support Annexes

For more information visit our website at <https://pcema-ia.org>

Pottawattamie County Emergency Management Agency

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(712) 328-5777 ema@pcema-ia.org



Member

