

EMERGENCY MANAGEMENT COMMISSION  
POTTAWATTAMIE COUNTY



---

# COMPREHENSIVE EMERGENCY PLAN

---

# PART A – OPERATIONS

---

Basic Plan • Emergency Support Functions • Support Annexes • Incident Annexes



Pottawattamie County  
Emergency Management Agency  
205 South Main Street  
Council Bluffs, Iowa 51503

This page intentionally blank.

## PROMULGATION

(Ref. 605-7, 7.3(4) d (4), CPG 101 (2011), p.C-5)

The primary role of government is to provide for the welfare of its citizens; and the welfare and safety of Pottawattamie County citizens is threatened during disasters and emergencies, especially those that exceed the capacity of any one department or jurisdiction. The mission of emergency management is to ensure that for such events; mitigation, preparedness, response and recovery actions effectively function so that public welfare and safety is protected, restored and preserved. The Pottawattamie County Comprehensive Emergency Plan (CEP) is the foundational and integral element of that effort.

The Pottawattamie County CEP provides a comprehensive framework for countywide emergency management. It addresses the roles and responsibilities of government organizations and provides a link to private, local, state and federal organizations and resources that may be activated to respond to disasters and emergencies within Pottawattamie County.

The Pottawattamie County CEP ensures consistency with current policy guidance and describes the interrelationship among levels of government. This plan will continue to evolve, responding to lessons learned from actual disaster and emergency incidents, ongoing planning efforts, training and exercise activities, and state or federal guidance. This plan will continue to serve as a basis for improving coordination and strengthening of relationships among all emergency management stakeholders in the local, state, federal and private sectors.

Therefore, in recognition of the emergency management responsibilities of government and with the authority vested by action of the Pottawattamie County Emergency Management Commission, the Pottawattamie County Comprehensive Emergency Plan is hereby promulgated.

---

Chairman  
Emergency Management Commission

---

Effective Date



## PLAN APPROVAL and IMPLEMENTATION AUTHORITY

(Ref. 605-7, 7.4(1), CPG 101 (2011), p.C-5)

The Emergency Management Director has been vested with the authority to modify and activate components of the Pottawattamie County Comprehensive Emergency Plan. Changes will typically be based on lessons learned from exercises or actual events as well as regulatory or statutory requirements.

Activation will typically be based on local requests, incident assessments, or by pre-determined parameters established with jurisdictional partners.

These modifications or activations may be made and immediately implemented without the requirement of senior official certification or approval.

Plan changes that require a significant or fundamental change in scope of responsibilities for a particular government agency or jurisdiction must be approved by that jurisdiction and the Emergency Management Commission.

This delegation of authority does not rescind the requirement for the Commission to validate local approval and certification of the plan or annual updates as may be required under Iowa Administrative Code 605 Chapter 7.

This delegation of authority is hereby authorized under the following provision:

### **Iowa Administrative Code 605—7.4(29C) Local emergency management coordinator.**

7.4(1) Each commission shall appoint a local emergency management coordinator who shall serve at the pleasure of the commission. The commission shall delegate to the emergency management coordinator the authority to fulfill the commission's and coordinator's duties as provided in Iowa Code sections 29C.9 and 29C.10, as further described in Iowa Administrative Code 605, Chapter 7, sub rule 7.3(4), and as otherwise assigned and authorized by the commission.

\_\_\_\_\_  
Chairman  
Emergency Management Commission

\_\_\_\_\_  
Effective Date



### RECORD OF CHANGES

(CPG 101 (2011), p. C-5)

<i>#</i>	<i>Date</i>	<i>By</i>	<i>Summary</i>
1	07/25/17	D. Reed	Basic Plan version update
2	08/01/17	D. Reed	ESF #0 created; ESF #1, ESF #2 Updated
3	06/01/18	D. Reed	BP, ESF2, 5, 10, 15 updated
4	07/25/19	D. Reed	New 5yr cycle w/ state planning cycle, B-2-5-10-15 updated

### RECORD OF DISTRIBUTION

(CPG 101 (2011), p. C-5)

<i>Name</i>	<i>Title</i>	<i>Agency</i>	<i>Date</i>	<i># Copies</i>	<i>Format</i>
-------------	--------------	---------------	-------------	-----------------	---------------

## TABLE OF CONTENTS

(CPG 101 (2011), p. C-5)

<b>Promulgation</b>	iii
<b>Approval and Implementation</b>	iv
<b>Record of Changes</b>	v
<b>Record of Distribution</b>	v
<b>Forward</b>	
Table of Contents	vi
Executive Summary	viii
Plan Instructions for Use	x
<b>I. Basic Plan</b>	
A. Plan Intent	1
B. Concept of Operations	7
C. Organization and Assignment of Responsibilities	8
D. Direction, Control, and Coordination	12
E. Information Collection, Analysis, and Dissemination	16
F. Communications	17
G. Administration, Finance, and Logistics	18
H. Plan Development and Maintenance	20
I. Authorities and References	21
<b>II. Attachments</b>	<b>22</b>
1. Declaration of Disaster Emergency	23
<b>III. Emergency Support Function Annexes</b>	<b>24</b>
ESF 0 – Introduction	
ESF 1 – Transportation	
ESF 2 – Communications and Warning	
ESF 3 – Public Works and Engineering	
ESF 4 – Fire & EMS Operations	
ESF 5 – Emergency Management	

- 
- ESF 6 – Mass Care and Human Services
  - ESF 7 – Logistics Management and Resource Support
  - ESF 8 – Public Health and Medical Services
  - ESF 9 – Search and Rescue
  - ESF 10 – Hazardous Materials
  - ESF 11 – Agriculture
  - ESF 12 – Energy
  - ESF 13 – Public Safety and Security
  - ESF 14 – Damage Assessment
  - ESF 15 – Public Information

---

<b>IV.</b>	<b>List of Support Annexes</b>	<b>25</b>
------------	--------------------------------	-----------

---

<b>V.</b>	<b>List of Incident Annexes</b>	<b>26</b>
-----------	---------------------------------	-----------

---

---

## EXECUTIVE SUMMARY

The Comprehensive Emergency Plan (CEP) is an operations oriented document authorized by Chapter 29C of the Iowa Code. The CEP establishes the framework for an effective system to ensure that the county and municipal governments within Pottawattamie County will be adequately prepared to deal with the occurrence of emergencies and disasters.

The CEP is divided into three (3) major parts, each containing additional sections:

### PART A – OPERATIONS

- **The Basic Plan** includes the purpose, scope, and methodology of the plan, direction and control, organizational structure, alert notification and warning, actions, responsibilities, authorities and references.
  - **The Emergency Support Function Annexes** group interagency resources and capabilities into functional areas that are most frequently needed in a response.
  - **The Support Annexes** describes essential supporting aspects that are common to all incidents.
  - **The Incident Annexes** address the unique aspects of how we respond to specific types of incidents.
  - **The Attachments/Appendices** are collections of information to support and supplement the previous sections of the plan.

### PART B – MITIGATION

- **The Multi-Jurisdictional Disaster Mitigation Plan** describes, in detail, the county-wide demographic profile of the county and municipal governments to identify the potential infrastructure, resources and population that may be affected. It also identifies current and planned mitigation activities identified to diminish potential risk and loss as a result of natural disaster.
  - **The Hazard Analysis and Risk Assessment** profiles the natural hazards and potential risk to the county and municipalities.
  - **The Data Tables** provide foundational information on demographics and hazards that support the analysis and conclusions of the plan.

- **The Appendices** include mapping resources and information that support the analysis and conclusions of the plan.

### **PART C – RECOVERY**

- **The County Disaster Recovery Framework** outlines and describes the core principles and concepts of recovering from a disaster in order to build and maintain sustainable communities. The plan discusses the relationship between response and recovery and outlines the transition from emergency operations to recovery operations as well as identifying organizational structures between the public and private sector to ensure coordinated efforts maximize recovery resources.
  - **The Recovery Support Functions** facilitate problem solving, improve access to resources and foster coordination among local, state, federal and nongovernmental stakeholders to ensure whole-community needs are considered and met in recovery operations.

## Plan Instructions for Use

This emergency operations plan, when implemented, <sup>1</sup>shall be used by all jurisdictions and their subordinate agencies and departments who are represented on the Pottawattamie County Emergency Management Commission to obtain full and efficient use of existing resources, organizations, and systems in their response to emergencies and disasters that could and/or have occurred in the county. The following is the format that will be used:

### **Basic Plan**

Developed by the county emergency management agency, the Basic Plan details the policies, organization, concept of operations, and assignment of responsibilities needed for multi-jurisdictional/inter-agency response and initial recovery operations. The Basic Plan includes annexes, attachments and appendices as deemed necessary.

### **Emergency Support Function Annexes**

Developed by the county emergency management agency in collaboration with discipline specific partners, an Emergency Support Function (ESF) annex is maintained to detail the concept of operations for the function. A standard outline will be used for each ESF in order to ensure continuity of the emergency operations plan and allow for easy reference.

### **Standard Operating Guidelines**

Standard Operating Guidelines (SOGs) are not contained in the plan, but are developed and maintained by each ESF and/or agency assigned responsibilities, and are essential to the implementation of this document.

### **Checklists**

Detailed checklists may be developed to implement ESF activities as well as agency SOGs, SOPs, or other guidance documents as deemed appropriate.

---

<sup>1</sup> §29C.9(9) During emergencies when lives are threatened and extensive damage has occurred to property, the county and all cities involved shall fully cooperate with the emergency management agency to provide assistance in order to coordinate emergency management activities including gathering of damage assessment data required by state and federal authorities for the purposes of emergency declarations and disaster assistance.

This page intentionally blank.

---

## SECTION I BASIC PLAN

### A. PLAN INTENT

---

Iowa Code, Chapter 29C and Iowa Administrative Code, Chapter 605 – 7 require the development of this document and shall be coordinated with emergency management plans and programs of the State of Iowa and federal governments. The emergency operations plan provides a framework through which the county and its municipalities prepare for, respond to, recover from, and mitigate the impacts of various disasters that could adversely affect the health, safety and/or general welfare of its citizens.

This component, Part A of the Pottawattamie County Comprehensive Emergency Plan, is operations-oriented and will address county-wide coordination of inter-agency and/or multi-jurisdictional emergency and disaster operations, evacuation, sheltering, and initial recovery; rapid and efficient usage of resources; communications and warning systems; exercises to test ability to respond to emergencies; and clearly defined responsibilities for county and municipal departments through an emergency support function (ESF) approach to planning and operations.

This document describes the basic strategies, assumptions, and mechanisms through which resources are mobilized and activities are conducted to guide and support local emergency efforts through response and recovery mechanisms. To facilitate effective inter-governmental operations, the emergency operations plan adapts a functional approach that groups the type of assistance to be provided under emergency support functions (ESF) to address functional needs at the county and municipal level. Each ESF has a primary agency, selected based on its expertise, authorities, resources, and capabilities in the functional area.

#### 1. Purpose

The Operations Plan is intended to establish uniform policies and procedures for the effective coordination of local agency SOPs and SOGs in order to respond to a variety of natural, technological, and adversarial emergencies and disasters. These events may differ in size and severity and affect the health, safety, and/or general welfare of the citizens and property throughout Pottawattamie County and has been designated to accomplish the following specific purposes:

- a. Limit the vulnerability of communities and citizens to damage, injury and loss of life and property resulting from natural, technological, or adversarial caused emergencies, and/or catastrophes.

- b. Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies.
- c. Respond to emergencies, making use of all systems, plans and resources necessary to preserve the health, safety and welfare of the citizens.
- d. Recover from emergencies by providing for the rapid and orderly initiation of damage assessment, start of restoration, and rehabilitation of persons and property affected by emergencies.
- e. Provide an emergency management system encompassing all aspects of preparedness, response, recovery and mitigation.
- f. Minimize damage to property, material shortages, and service system disruptions which would have an adverse impact on the citizens, the economy, and the overall well-being of the county.
- g. Manage the emergency operations within the county by coordinating the use of resources available from county government, municipal governments, the private sector, civic and volunteer organizations, and state and federal agencies.

## **2. Scope**

The activation of this plan, in whole or in part, may occur at any time in support of a local response agency whose resources or capabilities become or may reasonably become overwhelmed due to any natural, technological or adversarial caused emergency. It is equally applicable to any inter- or multi-jurisdictional emergency situation of varying sizes, type and complexity.

Activation may come at the request of an incident commander, chief executive, agency administrator or by the delegated authority to the emergency management director.

Incident and/or event complexity determines emergency and incident response personnel responsibilities, and thus the requirement or need for all or select portions of the Comprehensive Emergency Plan to be activated. The following chart describes the five (5) levels of incident complexity as identified in the National Incident Management System (NIMS).

<b>NIMS Incident Complexity Typing Guide</b>	
<b>Type 5</b>	<ul style="list-style-type: none"> <li>• The incident can be handled with one or two single resources with up to six personnel.</li> <li>• Command and General Staff positions (other than the Incident Commander) are not activated.</li> <li>• No written Incident Action Plan is required.</li> <li>• The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>• Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>
<b>Type 4</b>	<ul style="list-style-type: none"> <li>• Command Staff and General Staff functions are activated only if needed.</li> <li>• Several resources are required to mitigate the incident, including a task force or strike team.</li> <li>• The incident is usually limited to one operational period in the control phase.</li> <li>• The agency administrator may have briefings, and ensure the complexity analysis and delegation of authority is updated.</li> <li>• No written Incident Action Plan is required but a documented operational briefing will be completed for all incoming resources.</li> <li>• The role of the agency administrator includes operational plans including objectives and priorities.</li> </ul>
<b>Type 3</b>	<ul style="list-style-type: none"> <li>• When incident needs exceed capabilities, the appropriate Incident Command System positions should be added to match the complexity of the incident.</li> <li>• Some or all of the Command and General Staff positions may be activated, as well as division/group supervisor and/or unit leader level positions.</li> <li>• A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT.</li> <li>• The incident may extend into multiple operational periods.</li> <li>• A written Incident Action Plan may be required for each operational period.</li> </ul>
<b>Type 2</b>	<ul style="list-style-type: none"> <li>• This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources to effectively manage the operations, command, and general staffing.</li> <li>• Most or all of the Command and General Staff positions are filled.</li> <li>• A written Incident Action Plan is required for each operational period.</li> <li>• Many of the functional units are needed and staffed.</li> <li>• Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only).</li> <li>• The agency administrator is responsible for the incident complexity analysis, agency administration briefings, and the written delegation of authority.</li> </ul>
<b>Type 1</b>	<ul style="list-style-type: none"> <li>• This type of incident is the most complex, requiring national resources for safe and effective management and operation.</li> <li>• All Command and General Staff positions are filled.</li> <li>• Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000.</li> <li>• Branches will need to be established.</li> <li>• A written Incident Action Plan is required for each operational period.</li> <li>• The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated.</li> <li>• Use of resource advisors at the incident base is recommended.</li> <li>• There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>

### 3. Situation Overview

- a. **Hazard Analysis** - A hazard analysis is maintained and periodically updated for Pottawattamie County. Hazards identified are listed below (Table 1). Full descriptions and further details of the identified hazards, unique jurisdictional risks, high-risk areas, historical occurrences, and other important factors (as identified in CPG 101, CPG 201, DMA 2000) can be found in the CEP Part B (Mitigation Plan) and the Pottawattamie County Threat and Hazard Identification and Risk Assessment (THIRA).

Natural Hazards	Technological Hazards	Adversarial Hazards
<ul style="list-style-type: none"> <li>• Tornado</li> <li>• Flash Flood</li> <li>• Severe Thunderstorm</li> <li>• Severe Winter Storm</li> <li>• River Flood</li> <li>• Animal/Plant Disease</li> <li>• Human Disease</li> <li>• Grass/Wildland Fire</li> <li>• Drought/Extreme Heat</li> <li>• Earthquake</li> <li>• Sink Holes</li> <li>• Expansive Soils</li> <li>• Landslide</li> </ul>	<ul style="list-style-type: none"> <li>• Hazardous Materials</li> <li>• Levee/Dam Failure</li> <li>• Infrastructure Failure</li> <li>• Mass Casualty Event</li> <li>• Radiological Incident</li> </ul>	<ul style="list-style-type: none"> <li>• Terrorism</li> <li>• CBRNE</li> <li>• Active Shooter/Threat</li> </ul>

Table 1. Summary of Pottawattamie County Hazards

- b. **Capability Assessment** – The jurisdictions of Pottawattamie County use a variety of methods to assess the collective capabilities to incidents applicable to the emergency operations plan. Some of these methods include: participation in a countywide THIRA, participation in a county wide disaster mitigation planning process, participation in applicable trainings and exercises, and participation in post incident analysis and improvement planning. Each of these methods is critical in continually assessing capabilities, identifying gaps and developing strategies to address capability needs across the county. A summary of capabilities can be found at Table 2.

Jurisdictions within the county experience limitations that hinder or limit capability enhancement to optimal levels. Some of these limitations include, but are not limited to:

- **Training** - the availability, cost and time implications of multi-jurisdictional training can limit exposure of responders to certain skill sets and response methodologies.
- **Equipment** – although the jurisdiction is very well equipped, specialty equipment is very costly to purchase and maintain. It also requires increased time and training resources to maintain operational readiness.
- **Personnel** – within the county there are (4) law enforcement agencies, (15) fire rescue departments, (2) public health agencies and (2) private hospitals. Turnover can present continuity of knowledge and experience issues in all sectors. The fire rescue service is also predominately all volunteer with the exception of one department. This presents unique training challenges regarding time and cost as well as consistent 24/7 response availability.

	Natural Hazards	Technological Hazards	Adversarial Hazards
PREVENT	<ul style="list-style-type: none"> <li>• Flood zone regulations</li> <li>• Dam/levee maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Zoning regulations</li> <li>• Planning and coordination with private companies</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
PROTECT	<ul style="list-style-type: none"> <li>• Enhanced warning systems</li> <li>• Preemptive deployment</li> </ul>	<ul style="list-style-type: none"> <li>• Enhanced warning systems</li> <li>• Community awareness campaigns</li> </ul>	<ul style="list-style-type: none"> <li>• Critical infrastructure operational security</li> <li>• Enhanced warning systems</li> </ul>
RESPOND	<ul style="list-style-type: none"> <li>• Preemptive deployment</li> <li>• Coordinated response</li> </ul>	<ul style="list-style-type: none"> <li>• Technical response capabilities</li> <li>• Coordinated response</li> </ul>	<ul style="list-style-type: none"> <li>• Tactical response capabilities</li> <li>• Coordinated response</li> </ul>
RECOVER	<ul style="list-style-type: none"> <li>• Coordinated planning</li> <li>• Advanced systems management</li> <li>• Community/regional partnerships</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinated planning</li> <li>• Coordinated financial recovery/legal authorities</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinated planning</li> </ul>

Table 2. Summary of Pottawattamie Capability Assessment

#### 4. Planning Assumptions and Policies

- a. The protection of human life will take precedence over all other response priorities, including crime-scene preservation and property protection.

- b. First responders play a central role in saving human lives from the consequences of an emergency or disaster. All reasonable accommodations shall be made to ensure the safety of first responders.
- c. Local officials shall adopt and utilize the principles of the National Incident Management System (NIMS) regarding the coordination and management of emergency and disaster response.
- d. Local officials acknowledge that today's response environment demands collaborative and cooperative response and resource utilization to adequately and efficiently keep responders safe and protect the public.
- e. Government officials will not request significant mutual aid or execution of a *Declaration of Disaster Emergency* until local capabilities and resources have been overwhelmed, or until it appears likely that they will be overwhelmed before projected response activities are completed.
- f. State or federal response assets, when requested by Emergency Management, will not be available immediately. Depending on the request, it will take a few hours to a few days before assets can reach the scene and be made operational.
- g. Each jurisdiction will retain responsibility for the safety and actions of its personnel deployed to the incident scene, other forward locations, and to the EOC, regardless of who has operational control of a particular location or mission.
- h. No county or municipal employee will be asked, expected, or permitted to work under conditions for which they do not have the proper training or protective equipment.
- i. All levels of government shall provide emergency resources, technical advice, and other response-related services without regard to race, religion, national origin, language, socioeconomic status, gender, political party affiliation, disability or special need.
- j. No county or municipal employees will make unauthorized disclosures of information about emergency/disaster response operations or conditions to the media or to the general public.
- k. All levels of government involved and their participating agencies will maintain complete and accurate records of all their disaster-related expenditures.
- l. The heads of all county and municipal agencies that play a role in the implementation of this plan will designate a primary and alternate successor for

themselves and all key supervisory positions within their agencies for the purpose of maintaining continuity of leadership, authority, and responsibility.

## **B. CONCEPT OF OPERATIONS (CONOPS)**

It is the intent and direction of the chief elected officials throughout Pottawattamie County for response agencies within their jurisdictions to fully cooperate with the development, implementation and utilization of this plan to reach the desired end-state of an emergency or disaster. During a response, this is accomplished through a collaborative response attitude where goals and objectives are used to manage incidents from a common operating framework across the responding and supporting jurisdictions and agencies.

### **1. Plan Activation**

This plan may be activated by the Emergency Management Director, his/her designee; or at the direction of an Emergency Management Commissioner or their designated alternate.

### **2. Declaration of Disaster Emergency**

Although not required by law to activate this plan, support plans or execute emergency actions or requests for assistance; it will be the practice of the Emergency Management Agency to coordinate the execution a *Declaration of Disaster Emergency*. Such declaration will be signed by the Chief Elected Official of the impacted jurisdiction or signed by the Chairman of the Board of Supervisors when multiple jurisdictions are impacted. Declarations will be communicated and distributed to contiguous counties and the Iowa Homeland Security and Emergency Management Department (HSEMD). A declaration template can be found at Attachment 1.

### **3. Legal Support**

Legal advice and analysis related to preparedness, response, and recovery actions will be provided by the Pottawattamie County Attorney and/or the City Attorney of affected municipalities.

### **4. Multi-jurisdictional Coordination**

The table below demonstrates how the Emergency Management Agency will utilize multiple methods to coordinate with the multitude of agencies, departments, officials and organizations throughout the county for the various phases of emergency management.

Preparedness	Response	Recovery
Telephone Email Meetings Alert Iowa Planning Meetings	Telephone Radio Alert Iowa EOC Briefings/Meetings Incident Action Planning Video Conferencing/WebEOC HSEMD Damage Assmnt. Portal	Telephone Email EOC Briefings/Meetings Incident Action Planning Video Conferencing/WebEOC HSEMD Damage Assmnt. Portal

## 5. Special Populations Consideration

The emergency plans of Pottawattamie County are formulated with a whole community concept that does not exclude the consideration of vulnerable populations. The following special populations have been included in planning considerations:

Children: medical support, psychological support, reunification  
Disability/Functional needs: medical support, transportation, communication, sheltering  
Pets/Service animals: veterinary support, emergency sheltering

Residents of Pottawattamie County have access to register their special needs, medical support or transportation assistance through the county emergency alerting system. Additionally, community partners that provide services to the identified special populations will coordinate known needs through the emergency operations center.

## 6. Supporting Plans

There are a variety of plans that support this emergency operations plan. Listed below include those considered major support plans that assist in overall emergency operations plan implementation.

- Methodist Jennie Edmundson Hospital Emergency Plan
- CHI Health Mercy Hospital Emergency Plan
- School District Emergency Plans (9 districts/systems)
- Council Bluffs Municipal Airport Emergency Plan
- Eppley Airfield (Omaha) Airport Emergency Plan
- Tier II EHS Facility Emergency Plans

## C. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

---

### 1. Organizations

- a. *Chief Elected Officials* are designated under Iowa Law as members of the Emergency Management Commission. Under their authority, this plan is approved and followed by the agencies in their charge. During events, the paramount responsibility of the elected officials will be to make public policy decisions and support command personnel operating under their authority.
- b. *Agency Administrators and Department Heads* are charged with implementing the provisions of this plan in response to an event. They will staff or assign a fully authorized delegate to the Emergency Operations Center to guide strategic decisions and critical resource allocations.

- c. *Local agencies and departments* are responsible for operationalizing the emergency operations plan. They are directed by their organization to follow established response and coordination structures identified in this plan. Individual agency or jurisdictional assignments are further described in the emergency support function annexes, support annexes, or incident annexes.
- d. *State agencies and departments* are responsible for providing response and recovery support to an incident or event when requested through the emergency management agency. Typical support services provided include, but are not limited to: transportation infrastructure support, law enforcement/security, debris management support, health/psychological services support, materials management, and coordination support. Individual agency assignments are further described in the emergency support function annexes, support annexes, or incident annexes.
- e. *Federal agencies and departments* are responsible for providing response and recovery support to an incident or event when requested through the state (in most circumstances). Typical support services provided include, but are not limited to: transportation infrastructure support, law enforcement/security, debris management support, health/psychological services support, materials management, disaster recovery funding support and coordination support. Individual agency assignments are further described in the emergency support function annexes, support annexes, or incident annexes.
- f. *Private sector and non-governmental organizations* are a critical component of a community response to emergency and disaster. They most often support human services and mass care operations but also provide or coordinate volunteer manpower and supplies/materials. Some of the most common local or regional partners include, but are not limited to:
  - American Red Cross
  - Salvation Army
  - Pottawattamie County COAD
  - Southwest Iowa Long Term Recovery Committee
  - Iowa Disaster Human Resource Council
  - Safeguard Iowa Partnership

## **2. Prevention**

Law enforcement agencies within the jurisdiction cooperate with the Iowa Fusion Center and Omaha/Iowa Joint Terrorism Task Force (JTTF-Omaha). The emergency management agency is also linked to the Iowa Fusion Center. Local observations and intelligence is reported to the IFC and JTTF as appropriate with those intelligence entities collaborating with appropriate local officials regarding potential threats at the local level. Intelligence products are received locally on a weekly and event basis.

## **3. Critical Infrastructure and Key Resources (CIKR)**

The emergency management agency, in collaboration with appropriate partners, will identify and document public and private facilities/operations it considers critical to the overall welfare and sustainment of the county or its communities. Partners will also identify resources essential to maintain essential services to the public during emergencies and disaster.

## **4. Unaffiliated Volunteers**

Jurisdictions will experience an influx of spontaneous volunteers in the aftermath of a disaster. In order to maintain security, safety, and accountability, and maximize local cost recovery; the emergency management agency will produce and maintain a volunteer management program. The program will identify how volunteers will be requested, organized, accounted for and supervised as part of the overall response and recovery.

## **5. Mutual Aid Agreements**

Mutual aid agreements (MAA) are the backbone of the response system in Pottawattamie County. Similar agreements such as memorandums of understanding (MOU), letters of agreement (LOA), memorandums of agreement (MOA), or inter-governmental agreements (28E) will also be used to achieve the best utilization of resources and most efficient response for operations. Examples of such agreements include:

- a. Pottawattamie County Emergency Services Assoc. Automatic MAA
- b. IEMA District 4 Emergency Management Automatic MAA
- c. Pottawattamie County Conservation Fire MAA
- d. Pottawattamie County Schools Transportation MOA
- e. Council Bluffs HazMat Response Team 28E
- f. Pottawattamie County E911 Communications 28E
- g. Iowa Disaster Saw Team MOU
- h. Iowa Emergency Water Pump MOU
- i. Iowa Mutual Aid Compact (29C)
- j. Emergency Management Assistance Compact

## 6. Credentialing

The emergency management agency administers a resource typing and personnel credentialing system which is interoperable with regional partners and various other jurisdictions throughout the state and partners across FEMA Region 7. Periodic updates are provided by jurisdictions to help maintain an accurate database of records.

## 7. SOPs and SOGs

Each agency or organization assigned responsibilities within the emergency support functions or other portions of this plan shall develop, to the extent necessary, standard operating procedures, guidelines, checklists, or alerting/notification rosters in order to fulfill their outlined obligations. Essential personnel will be entered into the emergency alerting system maintained by the emergency management agency.

## 8. Emergency Support Function Matrix of Responsibility

AGENCIES	1-Transportation	2-Comm & Warning	3-Public Works	4-Firefighting & EMS	5-Emergency Management	6-Mass Care	7-Resource Management	8-Public Health & Med Svc	9-Search & Rescue	10-Hazardous Materials	11-Agriculture	12-Energy	13-Public Safety	14-Long Term Recovery	15-External Affairs
EMERGENCY MANAGEMENT AGENCY		P	S	S	P	S	P	S	S	P	S	P	S	P	P
COUNTY/MUNICIPAL ANIMAL CONTROL						S	S				S		S		
COUNTY ASSESSOR														S	
COUNTY ATTORNEY			S			S		S		S	S		S		S
COUNTY AUDITOR							S							S	
CITY CLERKS / FINANCE DEPTs							S							S	
COUNTY BOARD OF SUPERVISORS		S													P
COUNTY BUILDINGS & GROUNDS			S		S		S								
COUNTY COMMUNITY SERVICES						S								S	
COUNTY CONSERVATION/CITY PARKS & REC	S	S		S		S		S	S		S		S		
CITY MAYORS / COUNCILS		S			S										P
COUNTY ENGINEER / CITY PUBLIC WORKS	P		P							S			S	S	
COUNTY GIS / IT		S			S		S								
COUNTY MEDICAL EXAMINER				S				S							
COUNTY / CITY PLANNING & DEVELOPMENT														S	
COUNTY SHERIFF	S	S	S	S		S		S	P	S	S	S	P		
COUNTY 911 COMMUNICATIONS		S	S	S	S	S	S	S	S	S	S	S	S		
CITY POLICE DEPARTMENTS	S	S	S	S		S		S	P	S	S	S	P		
FIRE – RESCUE DEPARTMENTS		S		P	S	S	S	S	S	P	S				

COUNTY PUBLIC HEALTH		S	S	S		P	S	P	S					S	S	
SCHOOL DISTRICTS / SYSTEMS	S													S		
AMERICAN RED CROSS				S		P		S							S	
JENNIE EDMUNDSON/MERCY HOSPITALS						S		S								
COAD/SWILTRC							S								S	
ARES/RACES		S			S		S									
COUNTY / WESTFAIR FAIR BOARDS						S					S					

LEGEND: P: Primary Responsibilities S: Supporting Responsibilities

## 9. Public Safety Enforcement Crisis Response

In the event of an adversarial action or large scale disaster that creates a significant need for proactive public safety enforcement (i.e., movement restrictions, riot control, looting, quarantine, curfews, special security assignments, etc.) the chief elected officials may implement emergency orders under authority of Iowa Constitutional Home-Rule Laws to protect the public health and peace. There are two emergency response teams (SWAT) within the county and additional similar resources through metro area partners and the state. Further enforcement resources are available through IMAC and EMAC.

### D. DIRECTION, CONTROL, AND COORDINATION

Iowa Administrative Code Section 605, Chapter 7 mandates that the emergency management commission establish and maintain the capability to effectively direct, control, and coordinate emergency and disaster response and recovery efforts.

This is accomplished through a variety of collaborative processes; including, but not limited to: response planning, training, exercises and chief elected leaders identifying clear expectations for their subordinate agencies and departments to operate within the approved framework within the emergency management program.

#### 1. Incident/Unified Command

The Incident (Figure 1) or Unified (Figure 2) Command System will be the primary methodology implemented for field tactical operations. All responding agencies, including mutual aid, will be required to assimilate into the established management structure of the response or recovery operation.

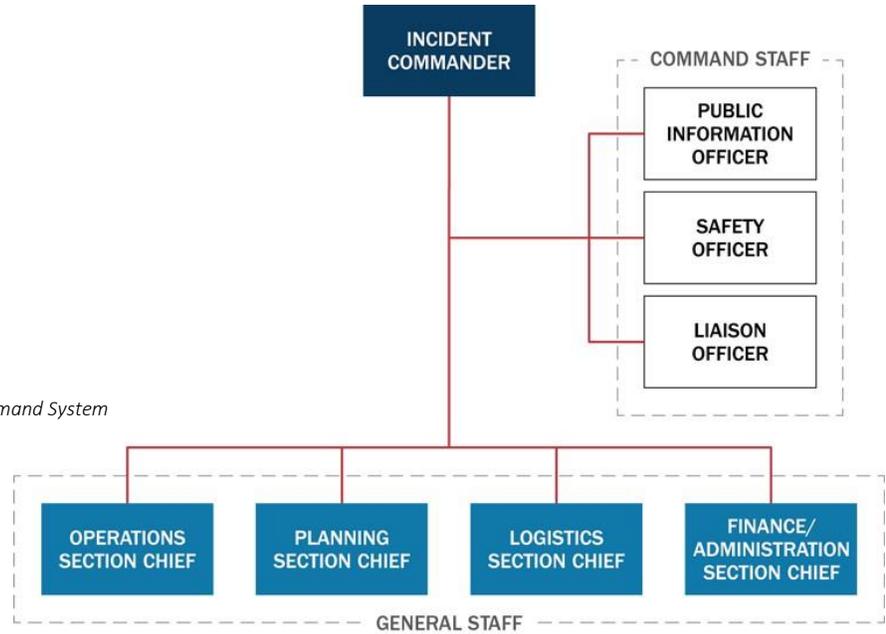


Figure 1. Incident Command System

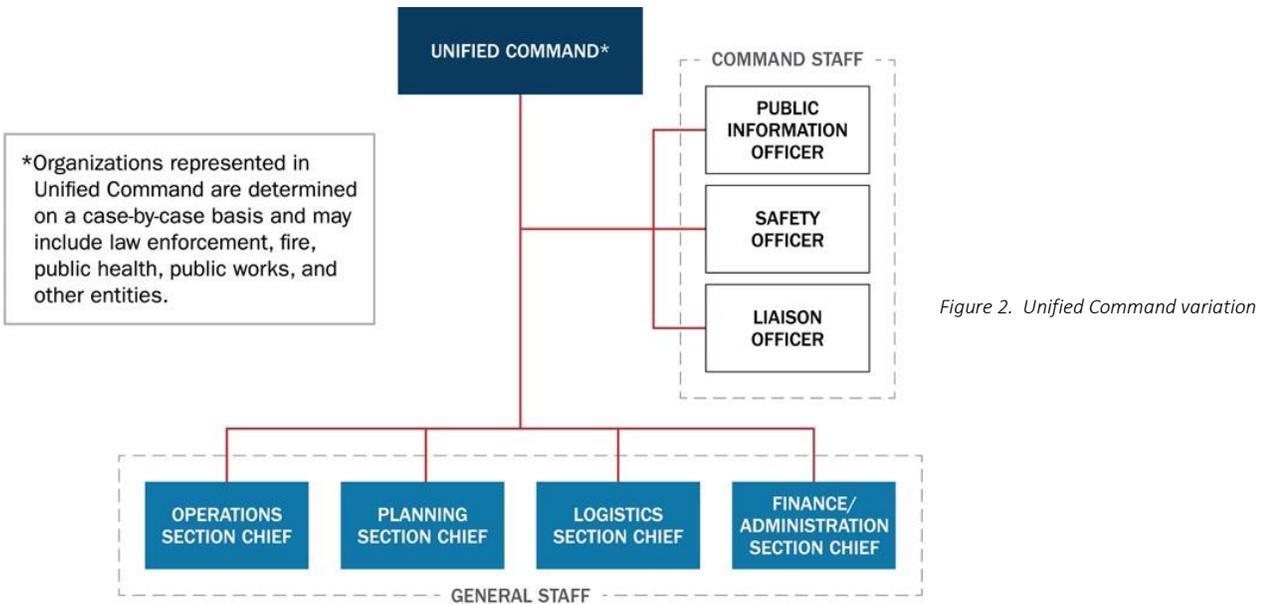


Figure 2. Unified Command variation

## 2. Area Command

In an incident that impacts multiple jurisdictions making it impractical to utilize a single incident/unified command structure, the emergency management agency will implement an area or unified area command structure. Area Command (Figure 3) works to align and/or de-conflict priorities, objectives, strategies and critical resource allocations of multiple commands. It will also support common needs across the commands, such as but not limited to: logistics, planning, public information, etc. Local incident or unified commanders maintain tactical control of assigned resources. Based on the size and available resources within the county, any established Area Command will typically be collocated and operated as part of the EOC.

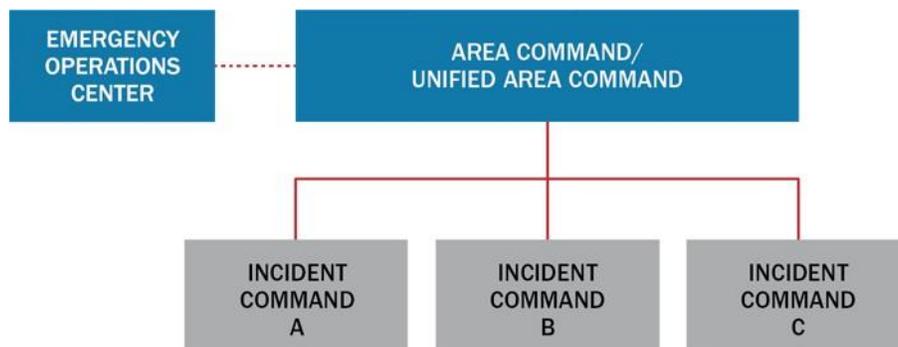


Figure 3. Area Command

## 3. Incident Management Team

Incidents where the full expansion of ICS or implementation of an area command would be required are limited. The effective implementation of advanced ICS methodologies requires enhanced training, experience and exercise. Therefore, the emergency management agency has been instructed to develop and maintain a multi-jurisdictional/multi-disciplinary *Local Incident Management Team* (Type V/IV) to fill essential roles in such structures or to assist local commands in establishing an effective command and control system.

## 4. Emergency Operations Center

The emergency management agency is charged with the responsibility of coordinating multi-agency/multi-jurisdictional response and recovery efforts. This is primarily done at the county inter-agency emergency operations center. Due to the large size of the county, these functions may also be relocated to a forward operating site or mobile emergency operations center platform to be more effective and efficient in providing services to the affected jurisdiction(s). Similar to the Incident Command System, the EOC is managed with modular organization characteristics.

The EOC organization will be established based on the needs of the incident or event and may evolve as the situation dictates. The three (3) frameworks that will be utilized include:

- Incident Command System Structure
- Incident Support Model Structure
- Departmental EOC Structure

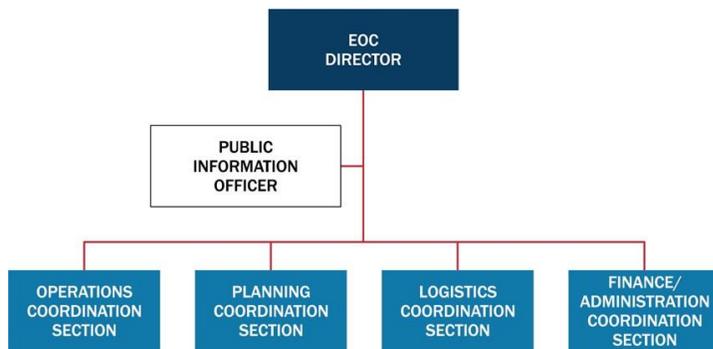


Figure 4. EOC/ICS-like Model Structure

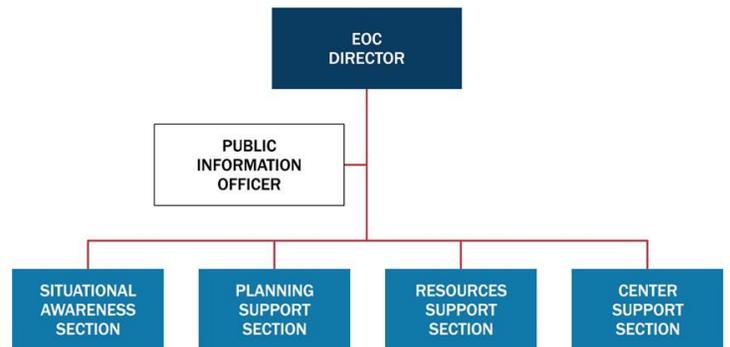


Figure 5. EOC/ISM Model Structure



Figure 6. EOC/Departmental Model Structure

Priority operations of the EOC will primarily consist of the coordination services of: situation status and analysis, logistics, planning, priority resource allocation, public information and warning, and implementation of policy and strategic direction established by the chief elected officials or their designee(s).

---

## **E. INFORMATION COLLECTION, ANALYSIS, and DISSEMINATION**

---

### **1. Planning Section (Situation and Intelligence Units)**

The collection, analysis, and sharing of information is critical to emergency and disaster response and recovery operations. It is even more critical in instances where criminal actions or activity are involved in the incident.

Typically, the gathering, analysis and dissemination of intelligence/information products are handled by the Situation Unit within the Planning Section. In events that involve investigative efforts, evidence preservation, mass fatalities and other similar circumstances, it may be necessary to stand up a separate Intelligence Unit to handle those circumstances and to determine the validity of certain information, those that have a need to know, and to protect information that should not or cannot be shared based on the nature of the information. When warranted, law enforcement sensitive information will be shared and coordinated with the Iowa Fusion Center.

### **2. Dissemination**

Based on the scope of the incident and need for information, a strategy on how information will be shared and with whom, will be developed and approved by executive leadership. Various methods can be deployed to disseminate the appropriate information to the appropriate agencies and personnel. Some of these methods include:

- Briefings/Meetings
- Situation Reports
- Social Media
- Email
- Verbal
- Media
- WebEOC
- Alert Iowa

### **3. Critical Information**

Certain information will be deemed more critical and of higher priority than other information. This, however, can change based on the life cycle of an emergency or disaster. The following categories shall be considered priority information in most circumstances:

- Life safety/warning information
- Critical resource status
- Tactical operations analysis
- Shelter operations, safety, health
- Active/pending threat information
- Personnel accountability status
- Impact/damage assessment data
- Financial data

#### **4. Long-term Information Operations**

Information may need to be collected long after emergency operations have concluded, as part of recovery operations, and into the future to help determine operational outcomes, best practices, lessons learned, socioeconomic impacts and recovery program impacts. In these cases, executive leadership and collaborating partners will determine what the information needs are and assign a coordinating entity to ensure that information is collected, analyzed and shared among all relevant entities.

#### **5. Public Collaboration**

Accurate and timely information to the public is important in the overall success of emergency and recovery operations. Through various outlets already identified or further described in this plan, it is the policy of the emergency management commission to provide the public with all relevant information as timely and accurately as possible to empower the public for their protection and recovery. This includes private sector partners regarding the prevention and protection against certain threats when they are identified as critical infrastructure, a key resource, or when sector-specific threats emerge.

### **F. COMMUNICATIONS**

---

#### **1. Communications Framework**

The backbone of communications support for emergency operations is the public safety radio system operated by the Pottawattamie County Sheriff's Office. It operates a county-wide 800MHz radio network that services all public safety and support entities. The system is also connected to priority VHF frequencies to further its interoperable capabilities. The system has access to local, regional, and national interoperable frequencies/channels to support a multitude of scenarios.

In addition, that system is complimented with an amateur radio (ARES/RACES) capability through emergency management. This system can augment operations or serve as a redundant capability in a critical failure scenario.

The countywide emergency alert system (AlertIowa) also has communications capabilities with not only the public but with essential personnel, emergency agency call back rosters, specialty team alerting, activation of national warning systems, and integration with social media platforms.

#### **2. Interoperable Communications**

Interoperability plans are written as part of the incident action planning process. The existing system is already set up to immediately reach metro area partners, partners from contiguous counties and can integrate partners from across the state or country through identified statewide interop channels or national mutual aid frequencies/channels as identified in the standard NIFOG (DHS-FEMA).

Local agencies maintain standardized policies on interop channel usage for specific incidents such as, but not limited to: multi-county or metro area law enforcement pursuits/incidents, metro area river rescue incidents, multi-agency fire ground tactical channel assignments, etc.

## **G. ADMINISTRATION, FINANCE, and LOGISTICS**

---

### **1. Administration**

The following is considered standard policy as it relates to emergency and recovery operations. Appropriate documentation, finance and logistics considerations are pivotal in meeting the needs of the public as well as improving the overall emergency management program of the county.

- a. *Documentation* of an incident is coordinated and managed by the Documentation Unit within the Planning Section. All document types are collected and collated at this unit for historical record, recovery, analysis, and other essential purposes. Through the practices of the incident command system, responding agencies complete needed documentation as required by their position within the system. Documents required will be determined based on the needs and circumstances of the incident.
- b. *After-Action Reporting (AAR)* is a process utilized to analyze the response to identify strengths and weaknesses in the emergency management system in order to enhance tactics and strategies, identify resource gaps, and improve readiness. The end-result is the modification of plans and procedures, plans or strategies to fill resource gaps, and to modify plans to enhance future responses.  
Improvement actions are documented to chart a path to future success. These action items can be limited by personnel or cost implications. The overall AAR system is managed by the emergency management agency with the chief elected officials, who make up the emergency management commission. The commission will ensure improvement recommendations are implemented in a manner consistent with updated risk assessments, personnel requirements, and cost-benefit considerations guiding priorities.

## 2. Finance

- a. *Recovery Programs* – most programs available for recovery are operated under the rules of the Robert T. Stafford Act, state law or local programs. Some of the most frequently used include:

- FEMA Public Assistance
- Iowa Individual Assistance
- Small Business Administration
- Donations (labor, finances, goods)
- FEMA Individual Assistance
- Red Cross assistance programs
- Local COAD assistance programs

- b. *Cost Documentation* – during response and recovery operations it will be imperative that all responding entities keep detailed cost records commensurate with recovery assistance programs. At a minimum, all responding entities shall document the following: personnel overtime, equipment used/expended, emergency contracts initiated, donations, volunteer labor, and mutual aid expenses.

Costs identified above will be documented initially in the manner prescribed by the entities local financial office (city clerks, county auditor, etc.). The emergency management agency will coordinate with each jurisdiction regarding collection of required data for recovery efforts and prescribe use of a certain forms when necessary.

- c. *Recovery Training* – responders and local officials will be provided training regarding cost recovery on a bi-annual basis or as required due to an event. Training will include information on the recovery process, financial records to collect, formats and methods for collection, eligible reimbursements based on current program(s) guidance and insurance implications regarding cost recovery. Jurisdictions will also receive a copy of the County Disaster Recovery Framework and associated documents for reference.

## 3. Logistics

The emergency management program documents all-hazards agency resources in a separate stand-alone system apart from this plan. It is referenced in the appropriate emergency support function(s). The resource management system is part of an interoperable statewide system. The emergency management agency maintains a back-up hardcopy available in the EOC, Mobile Command Vehicle and with Emergency Management Duty Officers in case the system is offline or otherwise unavailable.

The system includes basic agency resources, specialty resources, resources specific to special populations, and resources for animal operations. For common resources required in many large-scale operations (e.g., spill

contractors, portable restrooms, heavy lumber), the emergency management agency will maintain a list of local or area vendors that may be used or contracted with. Where practical, MOUs will be developed prior to an event for emergency sourcing and delivery.

Any resources not owned by a public entity or otherwise provided under existing mutual aid agreements can be sourced through the Iowa Homeland Security and Emergency Management Duty Officer by the emergency management agency.

---

## **H. PLAN DEVELOPMENT and MAINTENANCE**

---

### **1. Development**

This plan was developed and is updated in coordination with regional partners through emergency management collaboration and best practices meetings.

The statutory requirement for emergency management planning is assigned to each local emergency management commission which is comprised of the mayors within the county, the sheriff, and a representative from the county board of supervisors. ***Therefore, this plan is the emergency operations plan for each municipality and county government.*** Assigned representatives from those jurisdictions assist in the development, maintenance, and update of the plan.

### **2. Review, Update, and Approval**

The emergency management agency is responsible for the review and update of this plan. Designees from the identified primary agencies are responsible for review and providing update recommendations to emergency management for their assigned emergency support function.

Iowa Administrative Code requires that twenty percent of this plan be updated annually, culminating in a complete review and update within a five year cycle. Additionally, the Emergency Planning Community Right-to-Know Act (EPCRA) and Iowa Administrative Code require an annual submission of ESF-10, Hazardous Materials.

Updates will be certified by the emergency management commission and submitted to Iowa Homeland Security and Emergency Management Department annually based on the timeline described above for approval. Updates will be distributed to authorized plan holders. The public may review the plan upon request and a public version plan will be made available online at [www.pottcounty-ia.gov](http://www.pottcounty-ia.gov).

## **I. AUTHORITIES and REFERENCES**

---

### **1. Federal**

- a. Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- b. Public Law 106-390, Disaster Mitigation Act of 2000
- c. Public Law 99-499, Emergency Planning and Community Right-to-Know Act
- d. National Response Framework, Third Edition (2016)
- e. Comprehensive Preparedness Guide 101, Version 2.0 (2010)

### **2. State**

- a. Iowa Code 29C – Emergency Management and Security
- b. Iowa Administrative Code 605 – Homeland Security and Emergency Management Department

### **3. County/Municipal**

- a. Civil Emergency Ordinances (where applicable)
- b. Hazardous Substance Ordinances (all jurisdictions)

## SECTION II BASIC PLAN ATTACHMENTS

Attachment 1 – Declaration of Disaster Emergency

Attachment 1

**DECLARATION of DISASTER EMERGENCY**

Pottawattamie County has suffered from a \_\_\_\_\_

that occurred on \_\_\_\_\_, effecting the following jurisdictions within

Pottawattamie County:

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

The event has caused or is continuing to cause severe damage to public and private property, disruption of utility service, and endangerment of the health and safety of the citizens within the described areas. Therefore, the County Board of Supervisors and/or Mayor(s) of the impacted jurisdiction(s) have declared a state of emergency authorized under Iowa State Statute and will execute the expenditure of emergency funds from all available sources, the invoking of mutual aid agreements, and the applying to the State of Iowa for disaster assistance, as applicable.

\_\_\_\_\_  
(Title/Jurisdiction or BOS for countywide)

\_\_\_\_\_  
Date

**WITNESS my hand and the seal of my office**

this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_\_.

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

## **SECTION III**

### **EMERGENCY SUPPORT FUNCTION ANNEX LIST**

(Held separate from this document)

- ESF 0 – ESF Introduction Annex
- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works and Engineering
- ESF 4 – Fire & EMS Operations
- ESF 5 – Emergency Management
- ESF 6 – Mass Care and Human Services
- ESF 7 – Logistics Management and Resource Support
- ESF 8 – Public Health and Medical Services
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Agriculture
- ESF 12 – Energy
- ESF 13 – Public Safety and Security
- ESF 14 – Damage Assessment
- ESF 15 – Public Information

---

## SECTION IV LIST of SUPPORT ANNEXES

(Under development – approved annexes will be listed)

Annex Name	Coordinating Agency	Plan Location

---

## SECTION V

### LIST of INCIDENT ANNEXES

(Under development – approved annexes will be listed)

Incident Annex Name	Responsible Agency	Plan Location