Woodbury County Joint Emergency Operations Plan

Basic Plan

Emergency Management

PUBLIC SAFETY ★ PUBLIC TRUST

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Record of Changes

Change Number	Date of Change	Date Entered	Change Made by (Signature)

Introduction

The Woodbury County Joint Emergency Operations Basic Plan (herein after referred to as the "Basic Plan") and the fifteen Emergency Support Functions (herein after referred to as "ESF") are the documents that provides the foundation for all disaster and emergency preparedness, response, recovery, and mitigation operations conducted within the county of Woodbury Iowa state code 29c requires the Woodbury County Emergency Management Commission to develop this Basic Plan and update it on a periodic basis.

Although the Woodbury County Emergency Management Agency is given the mandate of developing and maintaining the Basic Plan, it is not just the emergency management agency's Basic Plan. All parties with explicit or implied responsibilities for preparing for, responding to, or recovering from a disaster have ownership in this Basic Plan, including the citizens of Woodbury County, and need to participate accordingly in the Basic Plan development, review, and maintenance process.

Purpose

The purpose of the Basic Plan is to establish a comprehensive countywide, all-hazards approach to incident management across a spectrum of activities including prevention, preparedness, response, recovery, and mitigation.

The Basic Plan provides a framework for municipal and county governments, non-government entities, and the private sector interaction to:

- Reduce the loss of life and property of Woodbury County residents and visitors due to natural, technological, or intentional emergencies.
- Provide an efficient, comprehensive organizational structure for emergency preparedness, response, recovery, and mitigation.
- Establish capabilities for protecting citizens from the effects of disasters.
- Manage emergency operations within Woodbury County by coordinating the use of resources available from municipal government, county government, private sector partners, civic and volunteer organizations, and state and federal agencies.
- Recover from emergencies by providing for the rapid and orderly initiation of restoration and rehabilitation of persons and property affected by emergencies.

Scope

The Basic Plan covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies.

The Basic Plan establishes interagency and multi-jurisdictional mechanisms for coordination of emergency incidents given the following factors:

- Geographic. The Basic Plan covers the entire 877 square miles of Woodbury County to include all incorporated as well as unincorporated urban and rural portions of the county.
- Demographic. The Basic Plan accounts for all of the Woodbury County residents.
- Levels of government. The Basic Plan provides mechanisms for vertical and horizontal coordination, communication, and information sharing activities within and among the fifteen municipal governments, townships, and the County of Woodbury.

Disaster life cycle

The Basic Plan is comprehensive with regards to the full life-cycle of emergency and disaster management: preparedness, response, recovery, and mitigation. The Basic Plan is also extremely helpful in facilitating the preparedness efforts of planned events such as mass gatherings and high profile proceedings.

Hazards

The Basic Plan is an all-hazards approach and is applicable regardless of the cause, size, or complexity of the hazard(s) involved. Hazard-specific information is available through a companion document titled Iowa Hazard Analysis and Risk Assessment (HARA).

- Also see the Woodbury County Hazard Analysis and Risk Assessment Matrix. In the Woodbury Country Multi-Jurisdiction Hazard Mitigation Plan

Severity

The Basic Plan is utilized for a wide-range of incidents with respect to their severity. Portions of the Basic Plan are implemented daily for small-scale incidents occurring throughout the county yet it is flexible enough to coordinate activities during large-scale incidents.

Functions

Previous iterations of this Basic Plan have been based on specific disciplines which exist in Woodbury County. The current approach is based on core functions with the understanding that several disciplines often work collaboratively to carry out a specific function.

Methodology

It is the responsibility of the governments, agencies, and organizations of Woodbury County and its communities to protect life and property from the effects of natural and technological hazards. It is also the responsibility to use a consistent and uniform incident management system to prepare for, respond to, and recover from these hazards.

Regardless of scale or complexity, Woodbury County and its communities will utilize the processes, protocols, and procedures established through the National Incident Management System. That system standardizes incident management for all hazards across all levels of government and is based on the Incident Command System and the Unified Command System for command and management of emergency responses.

The Woodbury County Basic Plan and ESFs will be developed and maintained in accordance with Iowa Code Chapter 29C. The mission of this plan is the delivery of the emergency management services of planning, administration, coordination, training, and support for local governments and their departments.

Existing Iowa Local Mutual Aid Arrangements and the Iowa Statewide Mutual Aid Compact are an integral part of this Basic Plan.

The Basic Plan incorporates format and planning elements derived from the National Response Framework, the Target Capabilities List, and the National Preparedness Guidelines. To ensure participation by agencies involved, input to the ESF is developed by the Primary Agency.

Authority

Authority for the Basic Plan is provided for in the following state and federal statutes and regulations:

- Code of Iowa, Chapter 29C – *Emergency Management and Security*
- Iowa Administrative Code, Section 605, Chapter 7 – *Local Emergency Management*
- Code of Iowa, Chapter 30 - *Chemical Emergencies*
- Iowa Administrative Code, Section 605, Chapter 103 – *Local Emergency Planning Committees*
- Public Law 81-920 – Federal Civil Defense Act of 1950, as amended – *Civil Defense Act*
- Public Law 93-288 – Disaster Relief Act of 1974, as amended – *Robert T. Stafford Act*
- Public Law 99-499 – Superfund Amendment and Reauthorization Act (SARA) of 1986, as amended - *Emergency Planning and Community Right-to-know Act (EPCRA)*

Roles and Responsibilities

The responsibility for responding to incidents, both natural and manmade, begins at the local level and ends at the local level – with individuals and public officials in the county, city, or town affected by the incident. Local leaders and emergency managers prepare their communities to manage incidents locally.

The primary responsibility for the safety and welfare of the residents of Woodbury County and their community rests with the respective, local governments. To fulfill this responsibility, the various governments must individually, and where possible or necessary, jointly implement plans to insure proper emergency actions are taken in a timely manner and provide care and support for those citizens affected.

This section describes the roles and responsibilities of key leadership elements within communities.

Chief Elected or Appointed Officials

A mayor, city manager, city administrator, county supervisor, as a jurisdiction's chief executive officer, is responsible for ensuring the public safety and welfare of the people of that jurisdiction. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

The affairs of Woodbury County are managed by a five-member elected Board of Supervisors. Their authority extends to all unincorporated areas of the county.

Sioux City is the county seat and functions under the city manager, mayor/council system. The city council consists of a Mayor and four Council Members. Daily affairs of the city are under the direction of a City Manager.

The City of Sgt Bluff functions under the city administrator, mayor/council system. The city council consists of a Mayor and four Council Members. Daily affairs of the city are under the direction of a City Administrator.

The other communities in Woodbury County also use the mayor/council form of government. These councils consist of a Mayor and at least five Council Members.

Chief elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.

These officials shall:

- Establish strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners. Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Support participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understand and implement laws and regulations that support emergency management and response.
- Ensure that local emergency plans take into account the needs of:
  - The jurisdiction, including persons, property, and structures.
  - Individuals with special needs, including those with service animals.
  - Individuals with household pets.
- Encourage residents to participate in volunteer organizations and training courses.
- Issue a local declaration of disaster, if needed. See Attachment 1 – Sample local disaster declaration.

Emergency Management Coordinator

The Woodbury County Emergency Management Coordinator, appointed by the Woodbury County Emergency Management Commission, will act as a disaster advisor to the County Board of Supervisors and all local governments. The Woodbury County Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities.

The Woodbury County Emergency Management Coordinator works with chief elected and appointed officials to ensure that there are unified objectives with regard to the jurisdiction's emergency plans and activities. The Emergency Management Coordinator will assist and support all communities of the county in emergency response activities.

Woodbury County utilizes an emergency management team approach; the team is made up of the Woodbury County Emergency Manager, a member of the Woodbury County Sheriff Office, 2 members from the Sioux City Fire Department and 2 members from the Sioux City Police Department.

In the absents of or at the request of the Woodbury County Emergency Manager any member of the Joint Emergency Management Team is authorized to act as the County Emergency Manager

Although local elements will conduct emergency operations, supplemented as necessary by trained auxiliaries and other local manpower and resources available, the Emergency Management Coordinator shall:

Serve as an Emergency Preparedness and Response Advisor to the local Board of Supervisors and all cities of the county.

- Serve as the Homeland Security Advisor to the local Board of Supervisors, and all cities within Woodbury County.

- Provide for the development of plans, prepare guidance, and coordinate actions to accomplish an effective emergency operating capability.
- Promulgate a program promoting a general public awareness of emergency management.
- Implement procedures to obtain state or federal government programs for financial or resource assistance.
- Establish programs to protect lives, protect property, and sustain survivors in the event of a disaster.
- Coordinating all aspects of a jurisdiction's capabilities.
- Assessing the availability and readiness of local resources most likely required during an incident.
- Identifying and correcting any shortfalls.
- Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.
- Developing mutual aid and assistance agreements.
- Coordinating disaster assessments during an incident.
- Advising and informing local officials about emergency management activities during an incident.
- Developing and executing public awareness and education programs.
- Conducting exercises to test plans and systems and obtain lessons learned.
- Involving the private sector and Nongovernmental Organizations in planning, training, and exercises.

Department and Agency Heads

Department and agency heads collaborate with the emergency management team during development of local emergency plans and provide key response resources. Participation in the

planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, public health, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.

Department and Agency Heads shall:

- Develop, plan, and train to internal policies and procedures to meet response and recovery needs safely (including staff).
- Participate in interagency training and exercises to develop and maintain the necessary capabilities.
- Participate in response and recovery operations for any disaster.

Private Sector

Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

Nongovernmental Organizations (NGO)

Essential nongovernmental organizations include:

- Provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims.
- Provide specialized services that help individuals with special needs, including those with disabilities.
- Remain independent and committed to specific sets of interests and values.

- Collaborate with responders, governments at all levels, and other agencies and organizations.
- Train and manage volunteer resources.
- Identify shelter locations and needed supplies.
- Provide critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup.
- Identify those whose needs have not been met and helping coordinate the provision of assistance.

General Assumptions and Planning Factors

- Incidents may result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life-support systems, essential pubic services, and basic infrastructure; and significant damage to the environment, but the implementation of this Basic Plan and ESFs will reduce or prevent the loss of life and damage to property.
- It is possible for an emergency incident to occur at any time, and at any location(s) in Woodbury County and it may occur without warning.
- Incidents are typically managed at the lowest possible geographic, organizational and jurisdictional level, but may involve multiple geographic areas. Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System and the National Response Framework.
- The combined expertise and capabilities of government at all levels, the private sector, and non-governmental organizations will be required to prepare for, respond to, recover from, and mitigate significant incidents.
- Incidents often attract a sizeable influx of independent, spontaneous volunteers and supplies. Complex incidents require prolonged, sustained incident management operations and support activities.
- The Basic Plan will supersede individual jurisdictional emergency plans when multiple jurisdictions are involved or if there is conflicting direction either between jurisdictional emergency plans or with the jurisdictional emergency plan and the Basic Plan.

[Note: The response community also needs the flexibility to carry out its' mission by developing Incident Action Plans or following established response protocols based on the totality of the circumstance, which may be in conflict with the planning assumptions incorporated in the Basic Plan. Every attempt to resolve these conflicts will be made in the planning process, but situations may arise where these conflicts are inevitable.]

- Assistance from the region, state, federal, or other outside entities will be available in most situations but it is essential for Woodbury County to be prepared to carry out short-term response and recovery efforts in the absence of outside assistance.
- All requests for mutual aid/Iowa Mutual Aid Compact, state, or federal assistance shall come from the Woodbury County Joint Emergency Management Team.
- All requests for state or federal assistance shall come from the Woodbury County Joint Emergency Management Team or their designee to the State Emergency Operations Center.
- Requests coming to the state from other entities will be redirected to the Woodbury County Joint Emergency Management Team by state operations officers and may delay the potential fulfillment of the request.

[Note: This paragraph is not intended to supersede other jurisdictional or agency responses in carrying out normal operations or signed emergency response agreements. Examples could include: standing mutual aid agreements, participation on state-designated specialty response teams, or signed agreements with state or federal agencies.]

Actions

Preparedness

Planning

Constructing plans for managing various incidents prior to their occurrence assists responder in dealing with the many variables, especially when they do not routinely manage these types of incidents or incidents of larger scale. The Basic Plan discusses personnel, equipment, and other resources and how they are used to support managing the incident. The plans, and more importantly, the planning process identifies an agreed upon course of action among parties with shared responsibilities.

Benefits of the planning process and the plan include:

- Prevention of misunderstandings.
- Fulfillment of community expectations.
- Satisfaction of legal requirements.
- Reduction of liabilities.
- Identification of resource and policy shortfalls.
- Provision of a basis for training and exercises.

- Clarification of departmental roles and responsibilities.
- Overall guidance for recovery and mitigation efforts.

Training

Training must include Incident Command System training, multi-agency coordination, discipline-based, and agency specific courses in order to build and maintain competence in skill areas. Regular training creates an opportunity to refresh perishable skills. This training should include pre-identified scheduled courses (classroom instruction and tactical) as well as just-in-time training in order to successfully fulfill specific mission assignments.

Exercises

The plan and training will be minimally effective if they are not put to use through exercises (tabletop, functional, or full-scale) that pace personnel in simulated objective-based scenarios. Exercises are used to evaluate the accuracy of planning assumptions and effectiveness of training. The Homeland Security Exercise and Evaluation Program concepts and forms are used to the extent practical.

Personnel Qualifications and Certification

Common training, qualifications, and certification for certain roles with the National Incident Management System and the Basic Plan will assist responders in fulfilling their appropriate roles and responsibilities and allow for consistent performance regardless of the discipline or jurisdiction.

Equipment Acquisition and Certification

Responders and support personnel must have the equipment necessary to carry out the expected functions. Equipment certification and typing ensures common understanding of the capabilities of the equipment and interoperability among personnel.

Mutual Aid

During disaster operations, when existing, local resources are exceeded, the Emergency Management Team will request assistance from neighboring communities or political subdivisions with which mutual aid agreements have been established. Agreements arranged prior to incidents that allow jurisdictions to work together to increase resources are critical to the successful management of large-scale incidents. Several mutual aid agreements exist in Woodbury County among several response disciplines and functional areas.

In addition to local mutual aid agreements (often times referred to as 28E agreements in reference to the Code of Iowa Chapter enabling such agreements), the State of Iowa is a signee to

the Emergency Management Assistance Compact that is invoked by the state, but may involve the deployment of local resources during a regional or federal emergency or disaster.

Publications Management

The use of standardized forms, publications, training materials, and naming and numbering conventions increases the efficiency of preparing for, responding to, and recovering from an emergency incident. The forms and other publications are provided as attachments to this Basic Plan and ESFs as applicable.

Response

City Government

Local government has primary responsibility for the incident, supporting local emergency responders and to:

- Coordinate local resources within their jurisdiction to prepare, respond, recover, and mitigate the effects of the disaster.
- Activate the City Emergency Operations Center or utilize the Woodbury County Joint Emergency Operations Center.
- Provide a line of succession of key government officials.
- Execute mutual aid agreements in the event that the disaster is beyond their capability.
- Establish a liaison with the Woodbury County Joint Emergency Operations Center.
- Coordinate requests for state and federal assistance with Woodbury County Joint Emergency Management Team.
- Maintain proper documentation regarding costs and expenditures associated with the response and recovery including resources from mutual aid agreements.

County Government

County government has primary responsibility for supporting the response activities of local governments by:

- Providing initial response resources and requesting additional resources (mutual aid agreements) as resources are exhausted.
- Notifying the State of the incident, declaring a state of emergency, if required, and requesting assistance and resources as needed.
- Activating the Joint Emergency Operations Center.
- Providing a line of succession of key government officials.

- Maintaining accurate records of disaster-related activities and expenses.
- Compiling disaster assessment figures reported by the disaster assessment teams.
- Assisting the Joint Emergency Operations Center with evacuation, transportation, and sheltering activities.
- Implementing Memorandums of Understanding.

State government

The State provides support upon a county request in a response by:

- Activating the State Emergency Operations Center and declaring a state of emergency when necessary.
- Supplementing local resources when exhausted.
- Providing resources or services not available locally or in the region, such as:
    - Special Weapons and Tactics Teams.
    - Weapons of Mass Destruction Hazardous Materials Response Team
    - Incident Management Teams.
    - Civil Support Teams.
    - Disaster Mortuary Operation Response Teams.
    - Disaster Medical Assistance Teams.
    - Urban Search and Rescue Teams.
    - Public Works Response Teams.
- Utilizing private contractors or through mutual-aid agreements.
- Maintaining situational awareness.
- Maintaining accurate records of disaster-related activities and expenses.
- Requesting National Guard support by action of the Governor.

Federal government

The Federal government provides support to the state in a disaster response by:

- Receiving and recognizing the State's notification of a state of emergency.
- Providing assistance through the Federal ESFs.

- Providing disaster assistance under the Stafford Act and other federal authorizations.

Recovery

Once the emergency or disaster is under control, that is once search and rescue operations are finished and the immediate emergency needs for medical care, food, clothing, and shelter of the citizenry have been met, the Executive Policy Group will initiate all recovery actions necessary to return the affected area to normal status.

If state and/or federal assistance is provided, the principal Executive Officer, or his or her representative, will coordinate with state or federal officers for recovery operations.

Recovery planning serves as procedures developed by the Woodbury County Joint Emergency Management Team to return any affected community within Woodbury County to a normal operating status.

After a disaster event, program implementation will depend upon the type of assistance needed, the requested time frame for assistance, and fulfillment of the criteria that serve as the activating mechanism for that type of recovery assistance. See ESF 14 – Long Term Recovery for more information.

Mitigation

Mitigation focuses on breaking the cycle of disaster damage, reconstruction, and repeated damage. Mitigation efforts provide value to the American people by creating safer communities and reducing loss of life and property.

Hazard Mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards and their effects. Mitigation Plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage.

The planning process is as important as the plan itself. It creates a framework for risk-based decision making to reduce damages to lives, property, and the economy from future disasters. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards. See ESF 14 – Long Term Recovery for additional information.

Activation

This Basic Plan can be partially or fully implemented in the context of a threat, anticipation of an incident or planned event, or in response to an incident requiring a coordinated response. Implementation of the Basic Plan's coordination mechanisms is flexible and scalable.

[Note: This Basic Plan is always in effect and active. Unless escalated, it is always at Level 1 – Monitoring.]

The following table is a general description of the escalation potential and can be used to quickly index response activities to an activation level.

Emergency Operations Plan Activation Level		EOC Crisis Action System Level	Description of Activities
1	**Monitoring**		Existing resources and capabilities are not necessarily coordinated outside of their own jurisdiction or outside of their immediate discipline. Normal administrative, planning, training, and exercise activities are scheduled and carried out. **This Basic Plan is always at this level unless escalated.**
		1	Woodbury County Joint Emergency Management Team (WCJ/EMT) begins coordinating with other local jurisdictions and/or organizations to assess an incident. The On-call WCJ/EMT gathers information and monitor the incident. Depending on the incident, the Emergency Operations Center (EOC) Crisis Activation System (CAS) Level #1 is either brought to closure or is elevated to CAS Level#2
	Limited	**2**	Request of limited coordination by available Emergency Management staff personnel for a single jurisdiction or single discipline. This is done from the incident scene, command post, or agency administrative offices. Select procedures and portions of the Basic Plan are utilized as needed. The WCJ/EMT provides information to the Chief Local Official and/or WCBOS who may declare a Local State of Emergency, thus elevating CAS Level #2 to CAS Level #3; otherwise the WCJ/EMT will monitor the incident until closure.
3	**Partial**	**3**	Activities include the activation of select ESF primary and support entities are notified to support incident activities and staff the Emergency Operations Center. The Emergency Operations Center may be activated but 24-hour staffing is unlikely. Basic Plan concepts and select ESFs are implemented.

			WCJ/EOC Staff assumes the role of EOC Manager. The WCBOS may request the Governor to declare a State of Emergency for the affected jurisdiction. Local, county, and state-level damage assessments; needs assessments; and information-gathering operations continue. If the incident continues to escalate, and local and mutual aid resources are inadequate to address response/recovery needs, the activation is elevated to CAS Level # 4.
4	**Full**	**4**	In a full-scale activation, all primary and support entities are notified and the Emergency Operations Center is fully staffed for 24-hour coverage. Activities include the coordination of local resources with the potential of integrating state and federal resources into local response priorities. The WCBOS may have declared a State of Emergency and may request response and recovery assistance from the State and the Federal Government on behalf of the City(s) and /or County. ESF 5 coordinates with State ESF counterparts, as necessary. The City (s) and /or County maintain close resource tracking and close liaison with the on-scene IC(s) and the State EOC.

Normally, the executive heads of the affected local governments, under the advice of the county Emergency Management Coordinator, will decide whether to activate all or portions of this operations plan.

Depending on the situation, the principal executive officers of Woodbury County and the affected communities will make disaster emergency declarations. The declaration of a local disaster or emergency will activate the response and recovery aspects of this operations plan, and any other inter-jurisdictional disaster plans, and authorize the provision of aid and assistance from these plans.

All county and city officials will immediately activate their portions of the operations plan. If a portion of the operations plan cannot be activated, the Woodbury County Joint Emergency Management Team, will be immediately notified so alternate arrangements can be made, if necessary.

The Woodbury County Joint Emergency Management Team will coordinate operational support. The Joint Emergency Management Team will notify the Emergency Operations Center staff and the head of every agency having a response role that the Emergency Operations Center has been activated. The Joint Emergency Management Team will contact Iowa Homeland Security and Emergency Management Division and other appropriate local organizations to make them aware the Joint Emergency Operations Center is activated.

See also ESF 5 – Emergency Management.

Concept of Operations

General

It is the responsibility of the governments of Woodbury County and its communities to protect life and property from the effects of hazardous events. This Basic Plan is based on the concepts that emergency functions for various agencies/ organizations involved in emergency management will generally parallel their normal, day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases.

Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be re-directed to accomplish the emergency tasks assigned. This Basic Plan is concerned with all types of emergency situations that may affect Woodbury County.

Most incidents are successfully managed at the local level. However, it is critical to the successful mitigation of larger scale incidents that multiple jurisdictions operate within the same incident management system and use the same terminology, as well as work cooperatively with each other.

Continuity of Government

Executive Lines of Succession:

- County Board of Supervisors:
  - Chair
  - Vice Chair
  - Order of their seniority on the Board.
- City Government:
  - Mayor/City Manager
  - Mayor Pro-Tem
  - Order of seniority on the Council.
- Emergency Operations Staff as defined in ESF 5 – Emergency Management.

Department Heads Lines of Succession:

The line of succession of each department head is according to the operating procedures established by each department or as defined in the appropriate ESF.

Preservation of Records:

The preservation of important records and the taking of measures to insure continued operations and reconstitution, if necessary, of local government during and after catastrophic disasters or national security emergencies are the responsibility of the executives of each jurisdiction.

Normally the development and maintenance of procedures for insuring continuity of government will be carried out for Woodbury County by the County Auditor/Recorder and for other local jurisdictions by their respective City Clerks. Records to be preserved should include, at a minimum:

- Records required that protect the rights and interest of individuals.
- Records required by Health, Fire, Law Enforcement, and Public Works to conduct emergency operations.
- Records required to re-establish normal government functions and to protect the rights and interests of government.
- Alternate Operating Locations: Those government departments having emergency response functions have, if possible, identified *alternate operating locations*.
- Protection of Government Resources: Procedures and guidelines have been established in this operations plan, and separately, to provide for the physical safety of government personnel, records, and equipment.

Personnel: All government buildings should have tornado and *fire plans* which designate appropriate actions and *protective shelter locations* including provisions for handicapped persons.

Records: Essential government records are stored in a vault in the County Courthouse.

See ESF 5 – Emergency Management and ESF 14 – Long Term Recovery.

Command and Management

During disaster operations, coordination and control of community emergency response will be exercised by the principal executive officers of the political subdivision concerned.

Each office, agency, or organization assigned primary or supporting responsibilities under this operations plan will assign a key *representative* to the Woodbury County Joint Emergency Operations Center. The Woodbury County Joint Emergency Operations Center thus becomes the central point for coordination and supervision of all emergency operations.

The Woodbury County Joint Emergency Management Team is responsible for coordinating the maintenance of the primary and alternate Emergency Operations Centers in readiness conditions, and for the stocking and maintenance of necessary equipment and supplies.

Notification

Initial notification of an emergency or disaster event occurring within Woodbury County will normally come via a citizen's report to law enforcement or fire services in the affected area. Notification of events occurring outside of the county, which could affect county persons and property, will likely come from the following sources:

- The National Weather Service: Will normally inform Woodbury County Communications of threatening weather phenomena through direct NAWAS or phone contact.
- Highway Patrol: Will notify the county of hazardous events occurring near or in Woodbury County via direct radio communications.
- The Iowa Homeland Security and Emergency Management Division: The normal mode of communications between the Iowa Homeland Security and Emergency Management Division and Woodbury County will be through the public service telephone system. The Homeland Security and Emergency Management Division may notify Woodbury County of hazardous events through its dedicated phone system for emergency notification known as the Iowa Warning System.
- The Homeland Security and Emergency Management Division may also serve as a back-up notification of all severe events. Long range forecasts of potential disaster situations, such as flood stage predictions, will also be provided by the Homeland Security and Emergency Management Division.

See also ESF 2 – Communications.

Alerting of Key People

Upon notification of a possible or actual emergency or disaster event, the communicator on duty will notify appropriate key city and county officials in accordance with ESF 5 – Emergency Management.

If the Emergency Operations Center is activated, key officials will assemble at the Emergency Operations Center and be prepared to evaluate information, coordinate, and make emergency action decisions.

The Incident Command System

The Incident Command System is a standardized, on-scene, all-hazards incident management approach that:

- Allows for the integration of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.
- Enables a coordinated response among various jurisdictions and functional agencies, both public and private.
- Establishes common processes for planning and managing resources.

The Basic Plan and all of its components will be implemented through the Incident Command System and the incorporated measurable objectives identified in the Incident Action Plan. The Incident Command System provides the functional structure for actively managing any type of incident regardless of cause, size, or complexity.

All personnel with responsibilities in the Basic Plan will be proficient with the Incident Command System concepts and principles. Outside assistance is available to local response and support personnel to implement complex or large organizational structures through the Iowa Incident Management Team (Type III).

The Incident Command System is primarily a field level organizational system which has authority to make operational and tactical decisions and command all field personnel.

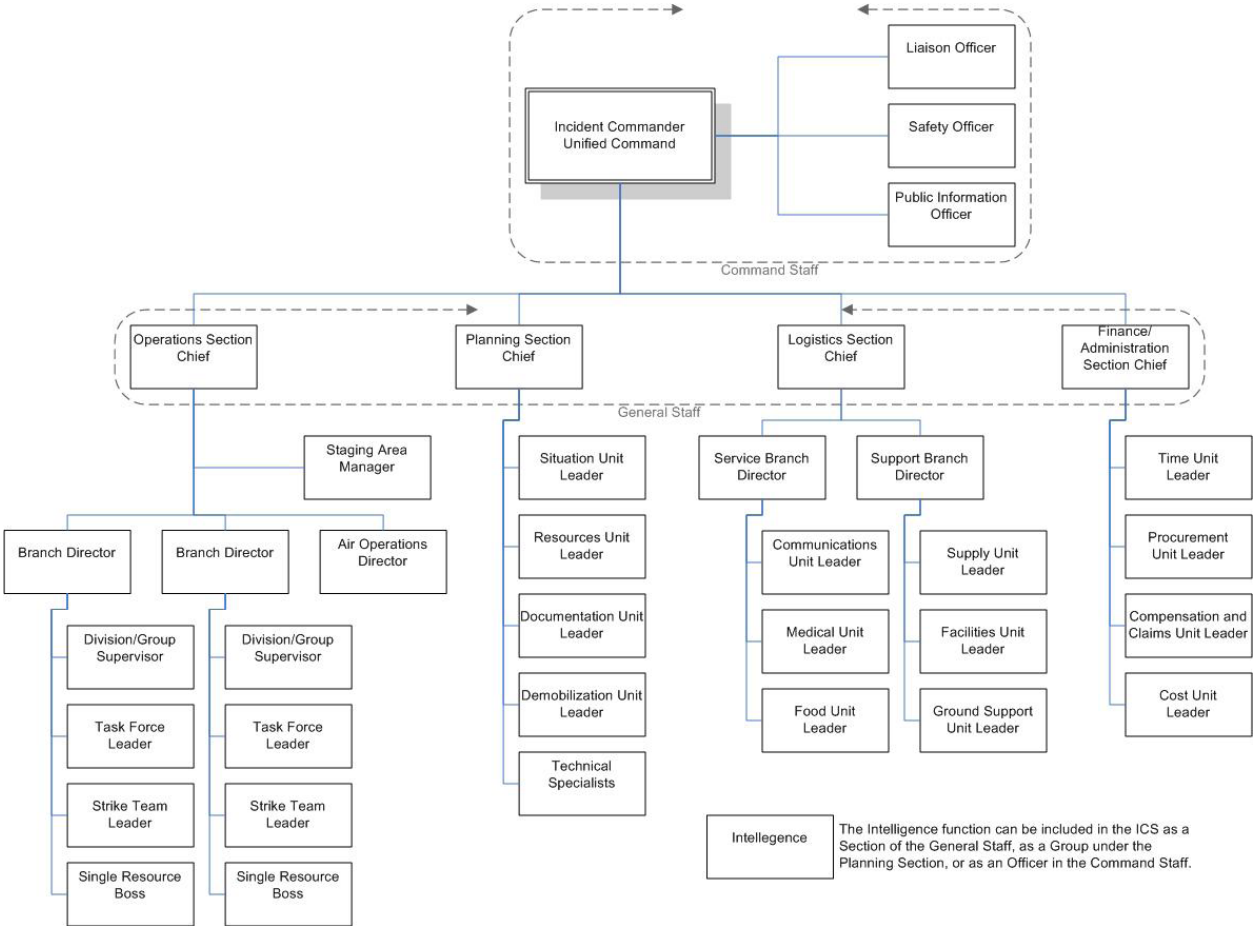

Figure 2: Sample Incident Command Organizational Chart

Multi-Agency Coordination Systems

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Multiagency coordination occurs across the different disciplines involved in incident management, across jurisdictional lines, or across levels of government.

Multiagency coordination can and does occur on a regular basis whenever personnel from different agencies interact in such activities as preparedness, prevention, response, recovery, and mitigation.

Often, cooperating agencies develop a Multiagency Coordination System to better define how they will work together and to work together more efficiently; however, multiagency coordination can take place without established protocols. The Multiagency Coordination System may be put in motion regardless of the location, personnel titles, or organizational structure.

Initially the Incident Command/Unified Command and the Liaison Officer may be able to provide all needed multiagency coordination at the scene. However, as the incident grows in size and complexity, off-site support and coordination may be required.

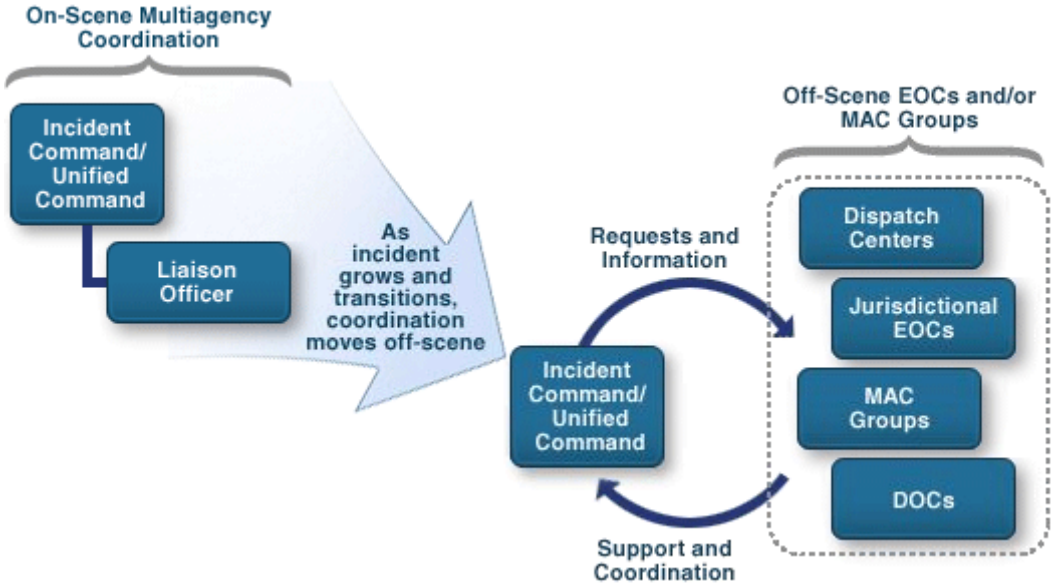

Figure 3: Sample Multi-Agency Coordination

Integral elements of the Multiagency Coordination System are dispatch procedures and protocols, the incident command structure, and the coordination and support activities taking place within an activated Emergency Operations Center.

Fundamentally, the Multiagency Coordination System provides support, coordination, and assistance with policy-level decisions to the Incident Command System structure managing an incident.

The successful coordination between multiple jurisdictions is dependent on strong management components and organizational structure. A multi-agency coordination system is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting incident management activities.

Emergency Operations Center

When incidents cross disciplinary or jurisdictional boundaries or involve complex incident management scenarios, a multi-agency coordination Joint Emergency Operations Center should be used to facilitate incident management and policy coordination.

A comprehensively-staffed emergency operations center is the ideal culmination of a multi-agency coordination system and should be utilized to the extent possible. The Emergency Operations Center is staffed by agency/jurisdiction principals (or their designees) from organizations and agencies with direct incident management responsibility or with significant incident management support or resource responsibilities.

The Emergency Operations Center serves as a central location from which governments at any level can provide interagency coordination and executive decision-making for managing emergency disaster response and recovery. The Emergency Operations Center does not have an operational focus.

The Emergency Operations Center focuses on the "big picture." It has responsibility for:

- Coordination of Jurisdictions
- Strategic Planning
- Policy Making and Interpretation
- Prioritization of Resources
- Support to Field Operations

The Emergency Operations Center is both people and a facility and is led by the Executive Policy Group, assisted by the Joint Emergency Management Team.

Department heads of appropriate agencies and other decision-makers including private sector non-governmental organizations such as utilities, the American Red Cross, hospitals, the Salvation Army, and the United Way are represented in the Emergency Operations Center .

It is important that the agency representatives who staff the Emergency Operations Center be authorized to make decisions on behalf of their organization.

See also ESF 5 – Emergency Management.

Incident Command System/Emergency Operations Center Interface

During single-incident, single-jurisdiction emergency, staff members at the field operations level are capable of addressing the incident. However, as an emergency escalates to a multi-incident, multijurisdictional incident, a unified area command may be needed.

An Area Command is established when the complexity of the incident and incident management span-of-control considerations so dictate. Generally, the administrator(s) of the agency having jurisdictional responsibility for the incident makes the decision to establish an Area Command.

The purpose of an Area Command is either to oversee the management of multiple incidents that are each being handled by a separate Incident Commanders or to oversee the management of a very large or complex incident that has multiple incident management teams engaged.

This type of command is generally used when there are a number of incidents in the same area and of the same type, such as two or more Hazardous Material spills or fires. These are usually the kinds of incidents that may compete for the same resources.

If the incidents under the authority of the Area Command span multiple jurisdictions, a Unified Area Command should be established. This allows each jurisdiction involved to have appropriate representation in the Area Command.

Area Commands are particularly relevant to public health emergencies, given that these events are typically not site specific, not immediately identifiable, geographically dispersed, and evolve over time ranging from days to weeks. Such events as these, as well as acts of biological, chemical, radiological, and nuclear terrorism, call for a coordinated intergovernmental, private-sector, and nongovernmental organization response, with large-scale coordination typically conducted at a higher jurisdictional level.

When incidents are of different types and/or do not have similar resource demands, they are usually handled as separate incidents or are coordinated through an Emergency Operations Center. See figure below.

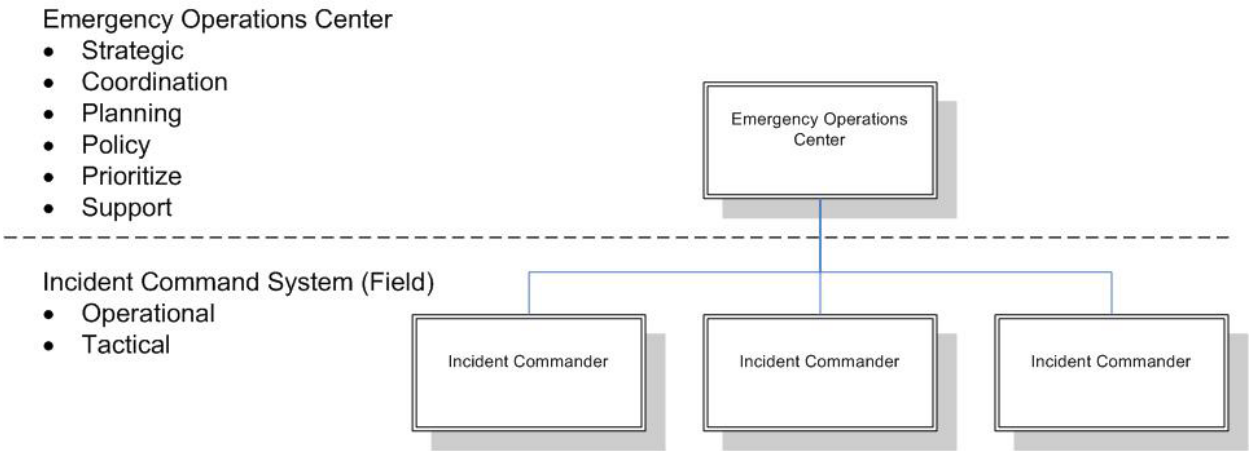

Figure 4: Coordination of Multiple Incidents

The Emergency Operations Center has "big picture" strategic decision-making authority to coordinate between jurisdictions and incident commanders; interpret or clarify policy issues, prioritize resource allocation, and provide support to field personnel requested through the Incident Command System.

Emergency Operations Center personnel DO NOT direct field operations. The Incident Commander has operational and tactical authority through the Incident Command System to command field personnel.

Public Information Systems

Public Information consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Public information must be coordinated and integrated across jurisdictions, agencies, and organizations; among Federal, State, tribal, and local governments; and with nongovernmental organizations and the private sector.

Joint Information System

A Joint Information System is an organized, integrated, and coordinated mechanism to ensure the delivery of understandable, timely, accurate, and consistent information to the public in a crisis. The Joint Information System creates and is based on unified protocols and procedures for communicating timely and accurate information to the public during crises or emergency situations.

Joint Information Center

A Joint Information Center is a physical location where public information officers can co-locate to perform critical emergency information, crisis communications, and public affairs functions.

Involved entities shall coordinate and collaborate to the highest extent possible to avoid duplication of effort, prevent the creation of conflicting information deliveries, and provide a dependable trusted source of information to the media.

See ESF 15 – Public Information.

Communication and Information Management

Common Operating Picture

A common operating picture is established and maintained by gathering, collating, synthesizing, and disseminating incident information to all appropriate parties. Achieving a common operating picture allows on-scene and off-scene personnel—such as those at the Incident Command Post, Emergency Operations Center, or within a Multiagency Coordination Group—to have the same information about the incident, including the availability and location of resources and the status of assistance requests.

In order to maintain situational awareness, communications and incident information must be updated continually. Having a common operating picture during an incident helps to ensure consistency for all emergency management/response personnel engaged in an incident.

Communications Interoperability

Communications interoperability allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video in real time, when needed, and when authorized. It is essential that these communications systems be capable of interoperability, as successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies.

Interoperability plans include considerations of governance, standard operating procedures, technology, training and exercises, and usage within the context of the stress and chaos of a major response effort.

Incident Management Communications

Organizations with responsibility for managing incidents must ensure that effective communications systems exist so that effective communication and coordination exists among

the multiple jurisdictions. An incident-specific communications plan (Incident Command System Form 205) assists in this area.

There are several communications tools available in Woodbury County depending upon the application and audience. During large scale multi-jurisdictional and multi-agency incidents using interoperable communications systems, the use of common terminology, plain language, and clear text is paramount. Codes and coded language shall not be allowed. The use of codes or coded language will lead to misunderstandings and misdirection that could cost valuable response time or result in injuries or loss of life.

Information Management

Agencies will be more effective if they have information management systems that support multiple jurisdictions responsible for managing an emergency incident. Systems that enhance decision making include real-time incident information sharing tools such as WebEOC ®, geographic information systems, and dynamic status boards. These tools are best utilized in the Emergency Operations Center where the information is available, visible, and contributed to by the jurisdictions and agencies involved. This information can then be shared with personnel in the field, stakeholders at jurisdiction-specific forward command posts, etc.

See ESF 2 – Communications for detail information on communications interoperability and incident management communications.

Resource Management

Overview

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment, and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying, organizing, and tracking will facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

The resource management process can be separated into two parts: resource management as an element of preparedness and resource management during an incident. The preparedness activities (resource typing, credentialing, and inventorying) are conducted on a continual basis to help ensure that resources are ready to be mobilized when called to an incident. Resource management during an incident is a finite process with a distinct beginning and ending specific to the needs of the particular incident.

Credentialing

The credentialing process entails the objective evaluation and documentation of an individual's current certification, license, or degree; training and experience; and competence or proficiency to meet nationally accepted standards, provide particular services and/or functions, or perform specific tasks under specific conditions during an incident.

Credentialing is the administrative process for validating personnel qualifications and providing authorization to perform specific functions and to have specific access to an incident involving mutual aid.

Resource Typing

Resource typing is categorizing, by capability, the resources requested, deployed, and used in incidents. Measurable standards identifying resource capabilities and performance levels serve as the basis for categories. Resource users at all levels use these standards to identify and inventory resources. Resource kinds may be divided into subcategories to define more precisely the capabilities needed to meet specific requirements.

Incident Resource Inventory System (IRIS)

Allows emergency responders to enter typed resources and select specific resources for mutual aid purposes based upon mission requirements, capability of resources, and response time.

This system allows resource managers to:

- Associate contracts and certifications to resources.
- Add a new definition to an existing typed resource.
- Change the present location of multiple resources at one time.
- View the date, time and user associated with changes made to the resource inventory.
- Back up and recover their National Incident Management System IRIS data.
- Provide integrated help function with tips for entering data.
- Assist counties/communities in inventorying and typing resources in accordance with National Incident Management System concepts/principles and provides quick access to resources to support emergency response operations.
- Ensure that a "no cost" resource management tool is available to support response operations.
- Improve the capability to identify and acquire a typed resource.

See also ESF 7 – Resource Management.

Plan Structure

Basic Plan

The Basic Plan outlines the basic concepts, roles, responsibilities, processes, and coordinating structures for managing emergency incidents. It includes Woodbury County specific appendices and attachments.

ESFs

The ESFs are the primary means through which assistance is provided. They were established as an effective mechanism to group capabilities and resources into the functions that are most likely needed during actual or potential incidents.

The ESFs may be selectively activated based on their need. They provide a modular structure to identify the precise components that can best address the requirements of the incident. For example, a large-scale natural disaster or terrorist incident may require the activation of all ESFs.

A localized incident may only require activation of a few ESFs.

The following table provides the scope of each ESF and identifies the ESF Coordinator.

Table 1: ESF Member Roles and Responsibilities

ESF	Coordinator	Scope
1– Transportation	Sioux City Transit	• Government and civil transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment on transportation needs
2 – Communications	Woodbury County Communications Center (E911)	• Coordination with telecommunications industry • Restoration/repair and temporary provisioning of communications infrastructure • Protection, restoration, and sustainment of cyber and information technology resources
3 – Public Works and Engineering	Local City Public Works and Woodbury County Secondary Roads	• Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management • Critical infrastructure liaison • Debris management
4– Firefighting	Sioux City Fire and/or	• Firefighting activities in structural and wildland environments • Resource support to rural and urban firefighting operations

	Woodbury County Fire Association	
5 – Emergency Management	Joint Emergency Management Team	• Coordination of incident management activities • Issuance of mission assignments • Incident action planning
6 – Mass Care, Housing, and Human Services	Red Cross Iowa Dept of Human Services	• Mass care to include sheltering, feeding, and first aid of disaster victims • Temporary disaster housing • Human service needs of victims • Family reuniting services
7– Logistics Management and Resource	Joint Emergency Management Team	• Facility space • Office equipment and supplies • Contracting services • Donations Management • Volunteer Management
8 – Public Health and Medical Services	Siouxland District Health Department	• Public health • Emergency medical services • Hospital medical services • Mental health services • Mortuary services
9 – Search and Rescue	Sioux City Fire Woodbury County Sheriff/Local Law Enforcement	• Lost persons location • Life-saving assistance • Structural collapse rescue
10 – Hazardous Materials Response	Region Four Regional Hazardous Materials Commission	• Chemical, Biological, Radiological, Nuclear, and Explosive Response • Environmental safety and short-term clean-up
11 – Agriculture, Natural Resources, and Pets	Joint Emergency Management Team	• Animal and plant disease/pest response • Natural and cultural resources and historic properties protection and restoration • Companion animal rescue, care, and sheltering • Livestock animal rescue, care, and sheltering
12– Energy	Mid American Energy	• Energy infrastructure assessment, repair, and restoration • Energy industry utility coordination • Energy forecasting
13 – Public Safety and Security	Sioux City Police Woodbury County Sheriff	• Facility and resource security • Security planning and technical resource assistance • Public safety and security support • Support to access, traffic, and crowd control • Missing/Abducted persons
14 – Long Term Recovery	Siouxland Chamber Joint Emergency Management Team	• Social and economic community impact assessment • Long-term community recovery assistance to local governments, non-governmental entities, and the private sector • Mitigation analysis and program implementation • Damage Assessment

15 – Public Information	Joint Information Team	• Emergency public information and protection action guidance • Media and community relations • Liaison with elected officials (local, state, and federal)

Each ESF identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities. ESFs with multiple primary agencies designate an ESF Coordinator for the purposes of pre-incident planning and coordination of primary and supporting agency efforts throughout the incident.

ESF Coordinator

The ESF Coordinator has ongoing responsibilities throughout the preparedness, response, recovery, and mitigation phases of incident management. The role of the coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies.

Responsibilities of the ESF coordinator include:

- Coordination before, during, and after an incident, including pre-incident planning and coordination.
- Maintaining ongoing contact with primary and support agencies.
- Conducting periodic ESF meetings and conference calls.
- Coordinating efforts with corresponding private-sector organizations.
- Coordinating activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

Primary Agencies

A primary agency has significant authorities, roles, resources, or capabilities for a particular function. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESF.

When a primary agency is activated in response to an incident, it is responsible for:

- Supporting the ESF Coordinator and coordinating closely with the other primary and support agencies.
- Orchestrating support within their functional area for an affected county.
- Providing staff for the operations functions at fixed and field facilities.

- Notifying and requesting assistance from support agencies.
- Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.
- Working with appropriate private-sector organizations to maximize use of all available resources.
- Supporting and keeping other agencies and organizational elements informed of operational priorities and activities.
- Conducting situational and periodic readiness assessments.
- Executing contracts and procuring goods and services as needed.
- Ensuring financial and property accountability for all activities.
- Planning for short- and long-term incident management and recovery operations.
- Maintaining trained personnel to support interagency emergency response and support teams.

Support Agencies

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF.

When an ESF is activated, support agencies are responsible for:

- Conducting operations, when requested by Woodbury County Joint Emergency Management Team or the designated primary agency, using their own authorities, subject matter experts, capabilities, or resources;
- Assisting in the conduct of situational assessments;
- Furnishing available personnel, equipment, or other resource support as requested by Woodbury County Joint Emergency Management Team or the primary agency;
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder standards.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

- Nominating new technologies to Woodbury County Joint Emergency Management Team for review and evaluation that have the potential to improve performance within or across functional areas;
- Providing information or intelligence regarding their agency's area of expertise.

See Appendix 3 – Woodbury County ESF Matrix for a listing of all primary and supporting agencies.

Organizational Structure

The model of the ESF groups used by Woodbury County allows for the utilization of the Incident Command System and other concepts and principles of the National Incident Management System during activation of the Emergency Operations Center. An effective span of control is maintained by consolidating agencies with emergency responsibilities into groups with an internal management structure.

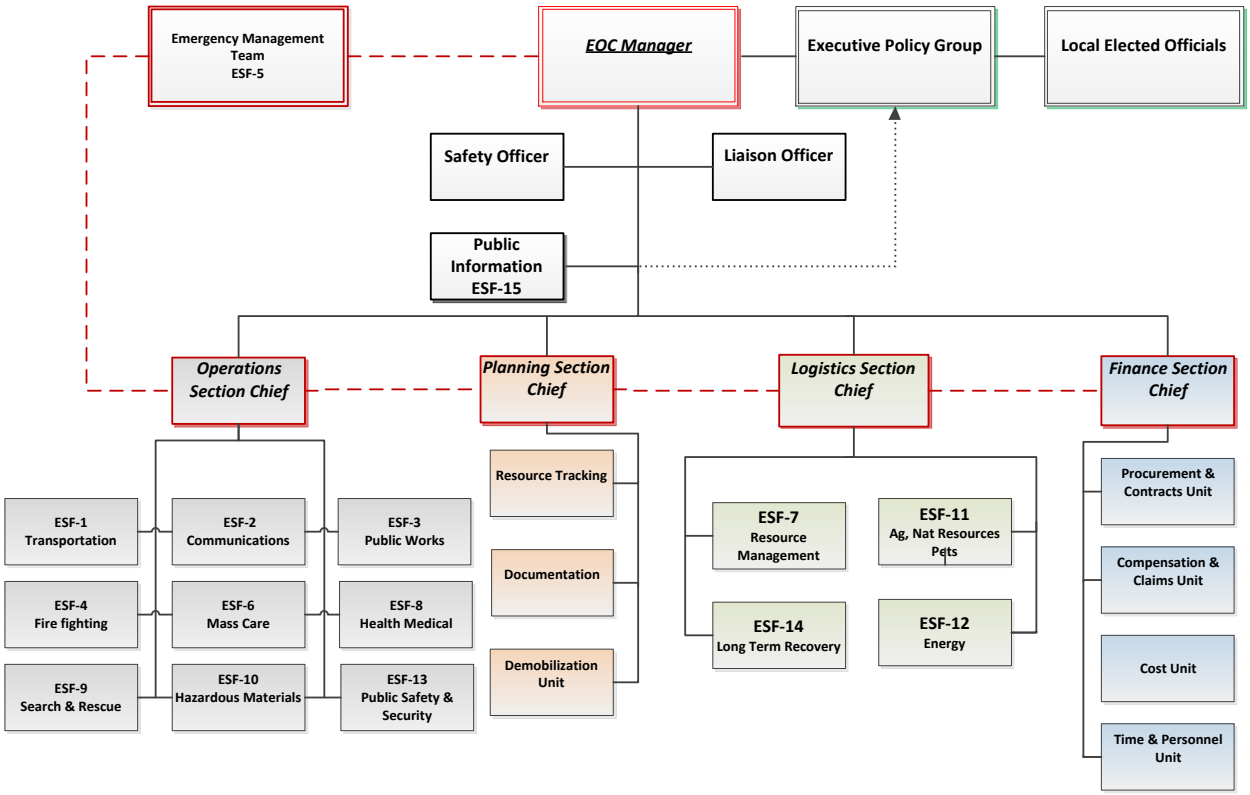

Figure 5: Emergency Operations Center and the relationship to the ESFs.

Each of the ESF's is consolidated in the Emergency Operations Center during activation to insure coordination among the various organizations.

Most agencies have only one or two personnel assigned to the Emergency Operations Center during emergencies. Each is assigned a place on the floor plan that corresponds to the ESF in which his/her primary responsibilities lie.

Information and mission assignments flow between the branches through the Section Chiefs and from the Section Chiefs through the Emergency Operations center manager.

This is to ensure that the ESF 5 – Emergency Management is able to maintain an accurate assessment of the disaster situation and is able to develop short-range and long-range planning guidance for use by other potentially affected ESFs and within the Emergency Operations Center.

ESF Descriptions

Each ESF, by definition, may be utilized as a stand-alone annex. Most often, however, the ESFs are used in conjunction with one or more additional ESFs to facilitate the response to a particular event.

Each has a unique functional responsibility; however, each ESF may be composed of one or more sub-functional groups, each geared towards a specific set of activities that might be required in an emergency.

A description of each ESF and its components follows:

ESF 1 – Transportation

The transportation (multimodal) function within the emergency organization functions primarily as a coordinating group. This group insures all routes and conduits into and out of an affected area remain open, and that the traffic allowed into those areas is coordinated in a manner that prevents bottlenecking and gridlock which would prevent needed emergency assistance reaching those areas that need it.

ESF 2 – Communications

The communications and warning functions are consolidated under the heading of Communications, primarily because they are necessarily interrelated.

- Communications Systems. The Communications Systems subfunction is responsible for the development, maintenance, restoration, and utilization of local and private sector communications assets during emergencies. This includes the radio systems owned and operated by Woodbury County, other local Public Safety Answering point Systems and other local agencies, amateur radio networks, cellular telephone networks, as well as the local and long-distance telephone systems connecting the federal, state, local, and private sector resources that might be needed in an emergency.

The Communications Systems Section can be divided into three subgroups:

- Radio Systems
- Telecommunications Systems
- Data Systems.

- Warning. The Warning sub-function is responsible for the issuance of warning information regarding impending hazards, as well as the maintenance of warning networks which might be used in an emergency (i.e., the conceptual networks--the actual networks themselves [e.g., radio equipment, etc.] are maintained by the Communications Systems sub-function). This includes the Emergency Alert System, the National Oceanic and Atmospheric Administration Weather Radio system, the National Warning System, and other warning systems in place. The Warning sub-function works closely with ESF 15 – Public Information function.

ESF 3 - Public Works and Engineering

- Route Clearance and Bridge Inspection. This sub-function is responsible for insuring roads and bridges remain viable following a disaster. This includes the physical removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage, as well as the inspection of bridges to insure they may continue to be used and have not suffered fatal damage as a result of a particular event. Assistance to local road crews is provided through this subfunction.

- Debris Removal. This subfunction handles problems arising from the generation, accumulation, and disposal of debris following a disaster.

- Water and Wastewater Systems. This subfunction is responsible for the restoration of potable water and wastewater disposal capabilities following a disaster.

ESF 4 – Firefighting

The detection and suppression of fires is the primary purview of this group. Assistance to local fire suppression efforts is handled by this annex.

ESF 5 – Emergency Management

- Situation Unit. This subfunction is responsible for collecting intelligence information surrounding the disaster. This includes items such as the scope (extent) of the disaster, status of various systems (i.e., communications, transportation, utility, etc.), monitoring of resource status, and other information. ESF 5 – Emergency Management develops reports concerning the disaster, provides visual displays for the Emergency Operations Center during operations, prepares situational reports, develops short-range and long-range planning guidance for use in addressing developing issues, and accesses technical

expertise to assist with evaluating the actual and/or potential effects of an event upon the population and infrastructure of the area.

- Damage Assessment. This subfunction is responsible for the collection of information concerning damages to structures and systems as a result of a disaster, as well as the preparation of reports to be forwarded to the State Emergency Operations Center for use in requesting federal disaster assistance. This subfunction works closely with subfunctions under ESF 3 – Public Works and Engineering.

ESF 6 - Mass Care, Housing, and Human Services

This sub function coordinates assistance during evacuations including special needs populations.

- Mass Care and Shelter Operations. This subfunction coordinates the assistance in sheltering, feeding, and caring for victims of a disaster.

- Disaster Victim Services. This subfunction provides assistance to victims in locating relatives (and vice versa) through the Disaster Welfare Inquiry system, the restoration of mail delivery, the use of amateur radio networks to deliver essential and important communications, etc. Psychological health services are also addressed within this subfunction.

ESF 7 – Logistics

This ESF is responsible for the acquisition of all types of resources that are identified as "needed" following a disaster. This group will make arrangements to purchase needed resources if it is determined the jurisdiction does not have the resources itself to supply a requirement in the field. The payment of debts and other encumbrances generated as a result of the emergency is handled by this group as well.

- Donations. This group is responsible for managing the influx of donated goods into the state following a disaster and provides the interface with the federal National Donations Management System.

- Volunteers. This group coordinates the use of persons and organizations who volunteer their services following a disaster. This includes medical and other emergency response personnel, public works crews, private charitable groups, etc.

- Staging Areas. To prevent a rapid and overwhelming influx of resources into affected areas, Staging Areas are utilized as temporary marshaling sites for collecting and gradually directing emergency resources into those areas. This group coordinates the activation and utilization of staging areas and marshaling points during emergency situations.

ESF 8 – Public Health and Medical Services

- Emergency Medical Services. This subfunction coordinates the provision of EMS assistance following a disaster, including the movement of medical resources into disaster areas. This includes the aeromedical evacuation of patients as necessary from affected areas and the interface with the National Disaster Medical System.

- Public Health. This subfunction addresses the public health ramifications associated with a particular emergency. This includes manning shelters, first aid/clinic operations, restoring public health functions, defining the epidemiology of the disaster (including the collection and maintenance of statistical data), the administration of vaccinations and immunizations, the determination of potential health effects associated with debris accumulation, pollution, hazmat releases, etc.

- Hospitals. This subfunction coordinates the provision of hospital-based emergency care, resource management and allocation amongst area hospitals, and serves as a situational information hub.

- Crisis Intervention Support. This subfunction coordinates the provision of Crisis Intervention Support to emergency workers who have worked in the tense environment of a major disaster.

ESF 9 - Search and Rescue

This group coordinates the assistance in locating persons missing as a result of any one or more of a number of reasons. This includes urban search and rescue problems generated as the result of a building collapse, the search for persons who are lost in wooded or other environments, the search for escaped prisoners and detainees, the search for downed aircraft, the extrication of accident victims, etc.

This ESF also provides the interface with the state and federal Urban Search and Rescue Teams.

ESF 10 – Hazardous Materials

This function is responsible for coordinating the technical response to hazardous materials incidents. This group coordinates the technical response to actual or impending releases either as a result of an accident at a fixed facility or through an accident in some mode of transportation.

ESF 11 – Agriculture, Natural Resources, and Pets

This function is responsible for assisting local authorities in coordinating agriculture, natural resources, and pet care efforts through:

- Provision of nutrition assistance;

- Control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infective exotic plant disease, or economically devastating plant pest infestation;
- Assurance of food safety and food security;
- Protection of natural and cultural resources and historic properties;
- Care of pets and service animals prior to, during, and/or after an incident.

ESF 12 – Energy

This subfunction is concerned with the restoration of the utility (electrical and gas) infrastructure following a disaster, as well as the provision of temporary emergency power capabilities to critical facilities until such time as a permanent restoration is accomplished.

ESF 13 – Public Safety and Security

- Traffic Control. This subfunction works closely with the ESF 1 – Transportation to affect the orderly flow of traffic into, out of, and around areas affected by a disaster.
- Security/Crime Control. This subfunction addresses the provision of security in disaster areas, as well as the actual policing functions normally associated with law enforcement activities, including riot control, explosive ordinance removal, counterterrorism, etc.
- Institutions/Jails. This group is responsible for coordinating prisoner recapture, the utilization of prisons and facilities following disasters, and the moving of prisoners from damaged facilities to undamaged ones.
- Evacuation/Movement. This group is responsible for coordinating the assistance to local governments in carrying out evacuations.

ESF 14 – Long Term Recovery

- Damage Assessment. This subfunction outlines the conduct of damage assessments, identifying and facilitating availability and use of sources of recovery, and mitigation funding to support community recovery.
- Assistance Programs. This subfunction is the mechanism through which the state and federal government provides disaster relief assistance to victims in the affected area(s), including the Individual and Family Grant program, the Small Business Administration's loan programs, the administration of unemployment compensation, and various other disaster relief programs available for both Presidentially-declared and non-Presidentially declared disasters.
- Recovery and Reconstruction. This subfunction addresses the long-term economic impact of disasters upon local communities and assists the communities in developing plans for reconstruction. Grant and low-interest loan programs are identified and targeted

for application by the community. Significant attention is given to the mitigation of future potential hazards when developing local recovery plans.

ESF 15 – Public Information

This group is responsible for the provision of information (both general and that which conveys emergency instructions to the public) concerning an actual or impending disaster. The coordination of Joint Information Center activities, Emergency Alert System activation, and the distribution of emergency preparedness instructions through other means are addressed through this venue.

Annexes, Appendices, and Attachments

The Basic Plan and the ESFs will have one or more appendices that provide supplemental information.

There are several types of appendices:

- Organizational Charts
- Documents describing specific procedures or special operational guidelines
- Maps showing locations of offices, district/regional boundaries, radio transmitter locations, etc.
- Flow charts detailing flow of critical information
- Forms that are used by the emergency organization

Attachments to the Basic Plan or ESFs are standalone documents (such as local disaster declarations, publications, etc).

Plan Development, Testing, and Maintenance

Responsibility

The Basic Plan is the principal source of documentation of countywide emergency operation activities. At some level, every department or agency of city and county government has responsibility for developing and maintaining some part of the Basic Plan.

Overall coordination of the planning process, initial plan adoption, and approval of revisions are the responsibility of the Woodbury County Emergency Management Commission.

Procedures

Each department, agency, or organization with responsibility under this Basic Plan shall develop and maintain written procedures for carrying out their assigned tasks.

County Emergency Management Performance Grants Exercise Requirements:

- Counties should develop, submit, and follow a progressing exercise plan that is designed to meet the needs of their jurisdiction.
- Complete at least two tabletop exercises, or one functional exercise, or one full-scale exercise each year.
- Complete at least one full-scale exercise every 5 years. A full-scale exercise should test the reality of operations in multiple functional areas.
- Exercise all (100%) of the ESF's in the county emergency response plan within the 5-year cycle. ESFs to the Basic Plan can be tested and assessed through all exercises as well as actual events.
- Complete a Homeland Security Exercise Evaluation Program Exercise Reporting Form for each exercise being submitted for Emergency Management Performance Grant Credit.
- All exercises conducted should utilize the National Incident Management System.

County Commission Exercise Responsibilities:

- The commission shall ensure that exercise activities are conducted annually in accordance with local, state and federal requirements.
- Exercise activities should follow a progressive five–year plan that is designed to meet the needs of the jurisdiction.
- Local entities assigned to an exercise should actively participate and support the role of the entity in the exercise.

- Local entities assigned to an exercise should actively participate in the design, development, implementation, and evaluation of the exercise activity.
- Explanation of the exercise requirements are outlined in Iowa Administrative Code 605-7.3(4) j. (http://www.legis.state.ia.us/ACO/IAChtml/605.htm#rule_605_7_3)

Review

Needed changes to the Basic Plan and any ESFs will be reported to the Woodbury County Joint Emergency Management Team within a reasonable timeframe upon their discovery by any involved entity. The Emergency Management Team will coordinate with entities involved to address the required revision and present the amended portion to the Commission for adoption.

This Basic Plan will be reviewed regularly and amended as appropriate in accordance with a five-year schedule established by the Commission, to include at a minimum:

- A complete review and amendment (as appropriate) of this Basic Plan shall be conducted every five years.
- A review and amendment (as appropriate) of *ESF 10: Hazardous Materials* and 20% of the remaining ESFs or portions of the Basic Plan shall be conducted on a yearly basis.
- This Basic Plan must also be reviewed and amended (as appropriate) within 180 days of the formal closing of the disaster incident period for a presidential declaration for major disaster.

Approval

To be official, the Basic Plan must be adopted by resolution of the Commission and attested to by the Chairperson and the Woodbury County Emergency Management Coordinator.

Distribution

A printed copy of the portions of the Basic Plan that are reviewed, regardless of amendment, must be certified by the Commission and submitted to the Iowa Homeland Security and Emergency Management Division for approval.

Any amended portions of the Basic Plan shall be provided to each jurisdiction represented on the Commission in either hardcopy or electronic format.