



POTTAWATTAMIE COUNTY
EMERGENCY MANAGEMENT COMMISSION

COUNTYWIDE COMPREHENSIVE EMERGENCY PLAN EMERGENCY OPERATIONS FRAMEWORK

Basic Plan | Emergency Support Functions | Support Annexes | Hazard Specific Annexes

APRIL 2021

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

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CHAPTER 1 – Introductory Material



PROMULGATION

CPG 101 – C5

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 Countywide Comprehensive Emergency Plan (CCEP) is the foundational and integral element of that effort.

The CCEP provides a comprehensive and collaborative approach 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 CCEP ensures consistency with current policy guidance and describes the interrelationships among levels of government. This plan is a living document and will continue to evolve in response to lessons learned from actual incidents and events, ongoing planning efforts, training and exercise activities, and state or federal guidance. This plan will continue to serve as a basis for improving the coordination of and strengthening the relationships of 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 Iowa Code 29C and action of the Pottawattamie County Emergency Management Commission, the Pottawattamie Countywide Comprehensive Emergency Plan (CCEP) is hereby promulgated and in force.



Chairman
Emergency Management Commission

April 9, 2021

Effective Date

APPROVAL AND IMPLEMENTATION

CPG 101 – C5

This Emergency Operations Framework provides an overview of the all-hazards emergency management response program for the political subdivisions of Pottawattamie County, Iowa and includes a Basic Plan, Emergency Support Function Annexes (ESF), Support Annexes, and Hazard Specific Annexes. Support and Hazard Specific Annexes will typically be stand-alone documents that provide more specific priorities, objectives, responsibilities, and resources than that of the Basic Plan and ESF Annexes. This plan, when combined with the Multi-jurisdiction Hazard Mitigation Plan and the Disaster Recovery Framework, culminates into the Countywide Comprehensive Emergency Plan (CCEP) of Pottawattamie County, Iowa.

This operations framework of the CCEP will become effective upon signing by the Chairman of the Emergency Management Commission and Emergency Management Director, once approved by the Pottawattamie County Emergency Management Commission. When approved, this plan will supersede all previous versions.

In accordance with Iowa Code, the Commission delegates authority to the Emergency Management Director to make required modifications to this plan without the express written approval of the Commission and such updates shall be conducted in a manner consistent with commission policies, statutory requirements, and/or state and federal guidance. These changes shall be recorded in the Record of Changes section of this plan. This plan will require commission authority when recertified by the State of Iowa, on a five-year (5) update cycle as established by the Iowa Department of Homeland Security and Emergency Management.

This plan is hereby approved as of the 9th day of April, 20 21.



Chairman
Emergency Management Commission



Director
Emergency Management Agency

RECORD OF CHANGES

CPG 101 – C5

#	DATE	BY	SUMMARY
1	7-25-2017	PCEMA	Basic plan version update.
2	8-1-2017	PCEMA	ESF-0 created, ESF-1, 2 updates.
3	6-1-2018	PCEMA	Basic plan, ESF-2, 5, 10, 15 updated.
4	7-25-2019	PCEMA	New 5-year update cycle started.
5	4-8-2021	PCEMA	Basic plan revision and update.
6			
7			
8			
9			
10			

RECORD OF DISTRIBUTION

CPG 101 – C5

Name	Title	Agency	Date	# Copies
<i>Mark Shearer</i>	District Liaison	Iowa HSEMD	7-21-2021	1

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CHAPTER 2 – Purpose, Scope, Situation, Assumptions



PURPOSE

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Iowa Code, Chapter 29C and Iowa Administrative Code, Chapter 605 – 7 require the development of this emergency operations plan as part of a countywide comprehensive emergency plan that shall be coordinated with emergency management plans and programs of the state and federal governments.

The Emergency Operations Framework is intended to establish uniform strategies for the effective coordination of local agency plans, policies, and guidelines in multi-agency and/or multi-jurisdictional responses to the full spectrum 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. The plan is intended to coordinate the accomplishment of the following objectives:

- Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies.
- Respond to emergencies, making use of all systems, plans and resources necessary to preserve the health, safety and welfare of the citizens.
- Initiate recovery from emergencies by providing for the rapid and orderly initiation of damage assessments and restoration of critical community lifelines.
- Sustain and enhance a collaborative emergency management system encompassing all aspects of preparedness, response, recovery and mitigation.
- Stabilize incidents to 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.

- Manage and support emergency operations throughout 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.

This document is based on the National Response Framework (NRF), National Preparedness Goal, and is compliant with the National Incident Management System (NIMS), Incident Command System (ICS), and the Comprehensive Preparedness Guide (CPG) 101 Version 2 national standards. The framework is also compliant with Iowa Code and compatible with the state-level Iowa Emergency Response Plan. This Emergency Operations Framework has been constructed in the emergency support function format, consistent with the NRF and Iowa ERP, and consists of:

Pottawattamie County Emergency Operations Framework	
1 Basic Plan	Overview of the countywide emergency management system and structure, expected mission execution, primary roles and responsibilities.
2 Emergency Support Function Annexes	Identify functional coordination and primary mission execution responsibilities. Identifies the agencies to coordinate pre-incident planning to identify responsibilities and tasks of assigned ESF organizations, including nongovernmental and private sector partners.
3 Support Annexes	Describe the framework through which departments, agencies, and community partners coordinate and execute the common emergency management strategies that apply to nearly every type of emergency.
4 Hazard Specific Annexes	Describe the policies, situation, operations, and responsibilities for particular hazards, threats, or incidents.

In addition, and consistent with applicable guidelines, the framework planning effort was conducted in a collaborative effort with the Pottawattamie County Emergency Management Program Advisory Committee (EMPAC). The committee is made of members representing elected leadership, executive administration, emergency management, law enforcement, fire and rescue, emergency medical services, emergency healthcare, human services, education, and community representation.

SCOPE

CPG 101 – C6

Area

The Emergency Operations Framework establishes interagency and multi-jurisdictional mechanisms for coordination of emergency incidents and covers the entire 959 square miles of Pottawattamie County, Iowa to include all incorporated as well as unincorporated urban and rural portions of the county. These mechanisms address vertical and horizontal coordination, communication, and information sharing activities within and among the fifteen (15) municipal governments and County of Pottawattamie.

Activation

The activation of this 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.

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

In addition, this plan is automatically activated under any Proclamation of Disaster Emergency issued by the Governor of Iowa when any portion of Pottawattamie County is included in such proclamation.

Iowa Code §29C.6(1) Proclamation of disaster emergency by governor.

“... A proclamation of disaster emergency shall activate the disaster response and recovery aspect of the state, local, and interjurisdictional disaster emergency plans applicable to the political subdivision or area in question and be authority for the deployment and use of any forces to which the plan applies, and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available”.

SITUATION OVERVIEW

CPG 101 – C6, C7

Hazard Analysis

A hazard analysis is maintained and periodically updated for Pottawattamie County. Potential hazards of impact to the county are identified in the table 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 Multi-jurisdictional Hazard Mitigation Plan of the Countywide Comprehensive Emergency Plan (CCEP).

Pottawattamie County Potential Hazards		
Natural Hazards	Technological Hazards	Adversarial Hazards
<ul style="list-style-type: none"> • Animal/Plant Disease • Drought/Extreme Heat • Earthquake • Expansive Soils • Flash Flood • Grass/Wildland Fire • Human Disease/Pandemic • Landslide • River Flooding • Severe Thunderstorm • Severe Winter Storm • Sink Holes • Tornado 	<ul style="list-style-type: none"> • Hazardous Materials • Infrastructure Failure • Levee/Dam Failure • Mass Casualty Event • Radiological Incident 	<ul style="list-style-type: none"> • Active Shooter/Threat • Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) • Civil Unrest/Public Disorder • Cyber Attack • Terrorism

Table 1. Summary of Pottawattamie County Hazards

Capability Assessment

The jurisdictions of Pottawattamie County use a variety of methods to assess the collective capabilities to incidents applicable to the emergency operations framework. Some of these methods include: participation in a countywide hazard analysis, participation in a countywide 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 overall 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 four (4) law enforcement agencies, fifteen (15) fire rescue departments, one (1) public health agency and two (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 (1) department. This presents unique training challenges regarding time and cost as well as consistent 24/7 response availability.

Pottawattamie County Capabilities Matrix			
	Natural Hazards	Technological Hazards	Adversarial Hazards
Prevent	<ul style="list-style-type: none"> • Flood zone regulations • Dam/levee maintenance 	<ul style="list-style-type: none"> • Flood zone regulations • Planning coordination with private sector 	<ul style="list-style-type: none"> • Promotion of See Something, Say Something methodologies
Protect	<ul style="list-style-type: none"> • Enhanced warning systems • Preemptive deployment 	<ul style="list-style-type: none"> • Enhanced warning systems • Community awareness campaigns 	<ul style="list-style-type: none"> • Critical infrastructure operational security • Enhanced warning systems
Respond	<ul style="list-style-type: none"> • Preemptive deployment • Coordinated response 	<ul style="list-style-type: none"> • Technical response capabilities • Coordinated response 	<ul style="list-style-type: none"> • Tactical response capabilities • Coordinated response
Recover	<ul style="list-style-type: none"> • Coordinated planning • Advanced systems management • Community/regional partnerships 	<ul style="list-style-type: none"> • Coordinated planning • Coordinated financial recovery/legal authorities 	<ul style="list-style-type: none"> • Coordinated planning

Table 2. Summary of Pottawattamie Capability Assessment

Planning Assumptions

The Emergency Response Framework is based on some of the following assumptions and considerations:

- Incidents may result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life-support systems, essential public services, and basic infrastructure; and significant damage to the environment, but that implementation of this plan 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 Pottawattamie County and it may occur without warning.
- The protection of human life will take precedence over all other response priorities, including crime-scene preservation and property protection.
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prepare for, respond to, recover from, and mitigate significant incidents.
- Local officials acknowledge the critical importance of unified and coordinated responses and shall therefore adopt and utilize the National Incident Management System (NIMS) doctrine regarding comprehensive resource management; command and coordination; and communications and information management.
- In most instances, assistance from state, federal, or other sources will be available but it is critical for Pottawattamie County to be prepared and equipped to carry out short-term emergency response and recovery efforts until assistance may become available.
- 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.

- All levels of government involved and their participating agencies will maintain complete and accurate records of all their disaster-related activities and expenditures.
- 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.

CHAPTER 3 – Concept of Operations (CONOPS)



CPG 101 – C7

Leaders' Intent

It is the intent and direction of the chief elected officials throughout Pottawattamie County for response and support agencies within their respective 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 aligned priorities, objectives, and strategies are used to manage incidents.

Plan Activation

This plan may be activated by an incident commander, chief executive, agency administrator or the emergency management director.

Disaster Proclamations

It will be the practice of jurisdictions throughout the county to issue disaster proclamations upon finding a disaster or public disorder exists or is threatened. This proclamation shall be in writing, indicate the area affected and the facts upon which it is based, be signed by each respective mayor, mayor pro-tempore, or board of supervisors' chairman or chairman pro-tempore upon authorization of the board and be immediately filed with the emergency management director.

1. The emergency management director, or designee, shall be responsible for making recommendations for proclamations and provide local governments a template for execution. The template will consist of the minimum information needed to justify such action, authorize assistance requests, implement emergency provisions, provide any special delegations of authority, and provide any required executive orders to meet the needs of the incident.
2. As deemed necessary, local jurisdictions may add additional executive orders or policies specific to their administration or operations as required by the incident.

3. The emergency management director, or designee, shall coordinate the processing of proclamations through the respective city clerk, city administrator, executive assistant, or other designee as identified by the jurisdictional chief elected official or their delegated representative. The director will further coordinate proclamations with neighboring jurisdictions and state authorities.

4. For the purposes of implementation, the following definitions apply to key terms in this section, and throughout this plan, and is consistent with Iowa Code §29C – Emergency Management and Security.
 - *“Disaster”* means man-made and natural occurrences, such as fire, flood, drought, earthquake, tornado, windstorm, hazardous substance or nuclear power plant accident or incident, which threaten the public peace, health, and safety of the people or which damage and destroy public or private property. The term includes attack, sabotage, or other hostile action from within or without the state.

 - *“Public disorder”* means such substantial interference with the public peace as to constitute a significant threat to the health and safety of the people or a significant threat to public or private property. The term includes insurrection, rioting, looting, and persistent violent civil disobedience.

Proclamation Authorities				
Jurisdiction	Local Ord.	State Code	Title	Duration
Avoca	-	§372.14(2)	State of Emergency	30 days
Carson	Ch. 15.02(2)	§372.14(2)	State of Emergency	30 days
Carter Lake	-	§372.14(2)	State of Emergency	30 days
Council Bluffs	Ch. 8.19	§372.14(2)	State of Emergency	14 days
Crescent	-	§372.14(2)	State of Emergency	30 days
Hancock	-	§372.14(2)	State of Emergency	30 days
Macedonia	-	§372.14(2)	State of Emergency	30 days
McClelland	-	§372.14(2)	State of Emergency	30 days
Minden	-	§372.14(2)	State of Emergency	30 days
Neola	-	§372.14(2)	State of Emergency	30 days
Oakland	-	§372.14(2)	State of Emergency	30 days
Treynor	-	§372.14(2)	State of Emergency	30 days
Underwood	-	§372.14(2)	State of Emergency	30 days
Walnut	-	§372.14(2)	State of Emergency	30 days
County of Pottawattamie	Ch. 3.15	-	Civil Emergency	30 days

Legal Support

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

Coordination Mechanisms

The table below demonstrates mechanisms by which the emergency management agency coordinates with all appropriate agencies, boards, and political subdivisions across the county.

Preparedness	Response	Recovery
<ul style="list-style-type: none"> • Telephone • Email • Meetings (In-person/Virtual) • Alert Iowa • Planning Events • Website/Internet • Training events • Exercises 	<ul style="list-style-type: none"> • Telephone • Land-Mobile Radios • Alert Iowa • EOC Briefings/Meetings • Incident Action Planning • Video Conferencing • WebEOC • Damage Assessment Portal • Website/Internet 	<ul style="list-style-type: none"> • Telephone • Email • EOC Briefings/Meetings • Incident Action Planning • Video Conferencing • WebEOC • Damage Assessment Portal • Website/Internet

Special Populations and Considerations

All components of the Countywide Comprehensive Emergency Plan are formulated with a whole community concept that does not exclude the consideration of vulnerable populations. The following special populations are included in planning considerations.

- Children: medical support, psychological support, reunification
- Disability/Functional needs: medical support, transportation, communication, sheltering
- Minority populations: medical support, communication, sheltering, program access
- Pets/Service animals: veterinary support, emergency sheltering

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

Supporting Plans

There are a variety of plans that support this emergency operations framework. Listed below include those considered significant plans that assist in overall emergency management, dependent on the hazard(s) impacting the jurisdiction.

- Methodist Jennie Edmundson Hospital Emergency Plan
- CHI Health Mercy Hospital Emergency Plan
- School District Emergency Plans (9 districts/systems)
- Eppley Airfield (Omaha) Airport Emergency Plan
- Tier II/EHS Facility Emergency Plans
- Iowa Emergency Response Plan
- National Response Framework

In addition, several hazard specific or support annexes contribute to the success of this framework. They are listed for reference in Chapter 11.

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CHAPTER 4 – Organization and Assignment of Responsibilities



General Responsibilities

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 establish/affirm response priorities, make public policy decisions, and provide guidance and support to direction, control, and coordination personnel operating under their authority.

Jurisdiction Executives, Agency Administrators, and Department Heads are charged with implementing the provisions of this plan in response to an event. They will themselves staff or assign a fully authorized delegate to the Emergency Operations Center to guide strategic decisions and critical resource allocations in support of field operations.

Local agencies and departments are responsible for operationalizing the emergency operations framework. 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 hazard specific annexes as well as their existing policies, protocols, and procedures related to tactical operations.

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 hazard specific annexes. Common state response partners include:

- Homeland Security & Emergency Management
- Department of Public Safety
- Department of Transportation

- Department of Public Defense
- Department of Public Health
- Department of Natural Resources
- Department of Human Services

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. Common federal response partners include:

- Federal Emergency Management Agency (FEMA)
- Small Business Administration (SBA)
- Army Corps of Engineers (USACE)
- Federal Aviation Administration (FAA)
- National Transportation Safety Board (NTSB)
- Environmental Protection Agency (EPA)
- Federal Bureau of Investigations (FBI)
- Cyber and Infrastructure Security Agency (CISA)
- U.S. Coast Guard (USCG)
- Department of Defense (DoD)

Private sector and non-governmental organizations are a critical component of a community response to emergencies and disasters. They most often support human services and mass care operations but also provide or coordinate volunteer manpower and supplies/materials. Additionally, many critical community lifelines (power, water, fuel, etc.) are private sector owned and operated making coordination with these organizations a priority.

Some of the most common local or regional partners include, but are not limited to:

- American Red Cross
- United Way / 2-1-1
- Pottawattamie County Human Services Advisory Council
- Pottawattamie County Disaster Unmet Needs Committee
- Council Bluffs Area Chamber of Commerce
- MidAmerican Energy
- Black Hills Energy
- Nishnabotna Valley Rural Electric Cooperative
- Rural Water Association
- Council Bluffs Water Works
- Iowa Disaster Human Resource Council
- Safeguard Iowa Partnership
- Southwest Iowa Preparedness Partners
- Iowa Emergency Management Association – District 4 Board

Prevention and Protection Responsibilities

Crime and Terrorism – Representatives within Council Bluffs Police Department and Pottawattamie County Sheriff’s Office coordinate information and reporting of local trends and/or observations with the Iowa Division of Intelligence Fusion Center. The Fusion Center brings together, synthesizes, and disseminates information related to the detection and prevention of crime and terrorism throughout the state and serves law enforcement, public safety, emergency management/homeland security, and private sector partners. Local representatives also interface with threat planning and analysis within the Nebraska/Iowa Joint Terrorism Task Force (JTTF) managed out of the Omaha FBI Field Office.

Critical Infrastructure and Key Resources (CIKR) – The emergency management program participates in the statewide Threat Information and Infrastructure Protection Program (TIIPP). The program is led by Iowa Homeland Security and Emergency Management and is a collaborative effort to risk management and critical infrastructure protection to strengthen and secure critical infrastructure across the state. Program activities include:

- Catastrophic planning
- Securing and protecting soft targets, crowded venues
- Targeted violence and terrorism prevention
- Collaboration and coordination opportunities
- Funding support through the Nonprofit Security Grant Program (NSGP)

Spontaneous/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 coordinate the production and maintenance of a volunteer management plan and strategy that will be a stand-alone support annex to this framework. The program will identify how volunteers will be requested, organized, accounted for and supervised as part of the overall response and recovery.

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:

- Pottawattamie County Firemen’s Association Mutual Aid Agreement
- Pottawattamie County Fire & EMS Mutual Aid Box Alarm System (MABAS)

- Iowa Emergency Management Association District 4 Mutual Aid Agreement
- Pottawattamie County Conservation Wildland Fire Mutual Aid Agreement
- Pottawattamie County Schools Transportation Memorandum of Agreement
- Council Bluffs Hazardous Materials Response Agreement (§28E)
- Pottawattamie County E911 Communications Funding Agreement (§28E)
- Iowa Homeland Security Flood Pump Memorandum of Understanding
- Iowa Statewide Mutual Aid Compact (§29C)
- National Emergency Management Assistance Compact
- Emergency Use Agreement with MidAmerica Center
- Emergency Use Agreement with Oakland Municipal Building

Resource Typing and Personnel Credentialing

Resources – critical and specialized resources are inventoried and catalogued in the Pottawattamie County Intelligent Accountability System (PCIAS) program. Resources that meet national NIMS typing standards are noted as such but will be rare based on personnel and self-sustainment standards for national deployments.

Personnel – all governments within Pottawattamie County use the PCIAS as their official government issued photo identification for public safety personnel. The City of Council Bluffs and County of Pottawattamie also use it as the official identification for all their employees. The PCIAS system allows NIMS and specialty qualifications/certifications to be tracked visually or electronically on the identification cards and system.

Data Sharing – the Intelligent Accountability System database is a statewide platform administered by Pottawattamie County Emergency Management and funded through the state homeland security grant program (SHSGP). The emergency management programs of Pottawattamie, Mills, Montgomery, and Harrison currently have an information sharing agreement within the database in order for each program to quickly search for needed equipment and/or specially qualified personnel to meet immediate emergency and disaster needs.

Supporting Information, Policies, and Guidelines

Notification Rosters – organizations and agencies will be responsible for updating the emergency management agency with any critical changes in personnel positions, contact information, or responsibilities for those that have or could be assigned responsibilities under this framework. Additional contact information for the purposes of agency-level alerts, team activations, or other requirements shall also be validated on an annual basis at a minimum.

SOPs and SOGs – organizations and agencies assigned responsibilities within the operations framework, emergency support functions, support annexes, or hazard specific annexes should develop or align, to the extent necessary, standard operating procedures, guidelines, or checklists. Such supporting documents should be consistent with this emergency operations framework and doctrine of the National Incident Management System (NIMS).

Public Safety 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 local ordinance or state law to protect public health, safety, peace, and welfare. Specialty resources related to this type of operation that are immediately available include:

- Council Bluffs Police Emergency Services Team (EST/SWAT)
- Pottawattamie County Sheriff's Emergency Response Team (ERT/SWAT)
- PCSO/CBPD Joint Emergency Ordinance Disposal Team (EOD)

In addition, there are similar resources through metro area partners and the state. Further enforcement resources are available through state and national mutual aid compacts.

Emergency Support Function Primary & Support Responsibilities

This section identifies primary (P) and support (S) responsibilities related to each identified emergency support function (ESF) that is part of this emergency operations framework. Descriptions of ESF responsibilities will be summarized later in the Basic Plan (Chapter 9) and within each ESF Annex.

The identified emergency support functions within Pottawattamie County include:

 ESF 1 Transportation	 ESF 2 Communications	 ESF 3 Public Works & Engineering
 ESF 4 Firefighting	 ESF 5 Emergency Management	 ESF 6 Mass Care & Human Services
 ESF 7 Logistics & Resource Support	 ESF 8 Public Health & Medical Services	 ESF 9 Search & Rescue
 ESF 10 Hazardous Materials	 ESF 11 Agriculture & Natural Resources	 ESF 12 Energy
 ESF 13 Public Safety & Security	 ESF 14 Private Sector Support	 ESF 15 External Affairs & Emergency Public Information
 ESF 16 Education Sector	 ESF 17 Military Support to Civilian Authorities	

EMERGENCY SUPPORT FUNCTIONS

AGENCY/ORGANIZATION	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
911 Communications (Sheriff's Office)	S	P		S	S				S	S					S		
Advance Southwest Iowa Corporation					S									S			
AHSTW Community Schools	S				S										S	S	
Amateur Radio Emergency Services (ARES)		S			S												
American Red Cross						P											
Appointed, Elected, and Executive Local Officials	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Avoca Fire Department	S	S		S	S	S		S	S	S	S				S		
Avoca Police Department				S	S	S		S	S	S	S		S		S		
Black Hills Energy					S							P					
Carson Fire Department	S	S		S	S	S		S	S	S	S				S		
Carter Lake Fire Department	S	S		S	S	S		S	S	S	S				S		
Carter Lake Police Department		S		S	S	S		S	S	S	S		S		S		
CHI Health Mercy Hospital Council Bluffs				S	S			P							S		
Community Public Works Staff			S	S	S					S		S			S		
Council Bluffs Airport Authority	S				S										S		
Council Bluffs Animal Control					S	S					S				S		
Council Bluffs Area Chamber of Commerce					S									P	S		
Council Bluffs City Attorney's Office					S										S		
Council Bluffs Community Development			S		S							S			S		
Council Bluffs Community Schools	S				S										S	S	
Council Bluffs Convention and Visitor's Bureau					S									S	S		
Council Bluffs Finance Department					S										S		
Council Bluffs Fire Department	S	S		P	S	S		S	S	P	S				S		
Council Bluffs IT / GIS		S	S		S				S						S		
Council Bluffs Parks and Recreation			S		S										S		
Council Bluffs Police Department	S	S		S	S	S		S	P	S	S		P		S		S
Council Bluffs Public Works	P		P		S					S		S			S		S
Council Bluffs Recycling Center					S					S					S		
Council Bluffs Water Works			S		S										S		
Council Bluffs Special Transit Service	S				S										S		
Crescent Fire Department	S	S		S	S	S		S	S	S	S				S		
Emergency Management Agency	S	S	S	S	P	P	P	S	S	P	S	S	S	S	P	P	P
Eppley Airfield Airport Authority	S				S												

AGENCY/ORGANIZATION	EMERGENCY SUPPORT FUNCTIONS																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
GESAC Iowa National Guard					S												P
Hancock Fire Department	S	S		S	S	S		S	S	S	S				S		
Heartland Christian Schools	S				S										S	S	
Iowa School for the Deaf					S												S
Iowa Western Community College					S												S
Lewis Central Community Schools	S				S										S	S	
Lewis Township Fire Department	S	S		S	S	S		S	S	S	S				S		
Macedonia Fire Department	S	S		S	S	S		S	S	S	S				S		
McClelland Fire Department	S	S		S	S	S		S	S	S	S				S		
Metro Area Transit	S				S												
MidAmerican Energy					S							P					
Minden Fire Department	S	S		S	S	S		S	S	S	S				S		
Neola Fire Department	S	S		S	S	S		S	S	S	S				S		
Nishnabotna Valley Rural Electric Cooperative					S							P					
NMHS Jennie Edmundson Memorial Hospital				S	S			P							S		
Oakland Fire Department	S	S		S	S	S		S	S	S	S				S		
Pottawattamie County Animal Control					S	S					S				S		
Pottawattamie County Attorney's Office					S										S		
Pottawattamie County Community Services					S	S		S							S		
Pottawattamie County Conservation				S	S						P		S		S		
Pottawattamie County Disaster Unmet Needs Committee					S	S											
Pottawattamie County Historical Society					S						S						
Pottawattamie County Human Services Advisory Council					S	S											
Pottawattamie County IT / GIS		S	S		S				S						S		
Pottawattamie County Medical Examiner's Office					S			S							S		
Pottawattamie County Planning and Development			S		S							S			S		
Pottawattamie County Public Health					S			P		S	S				S		
Pottawattamie County Secondary Roads & Engineering	P		P	S	S					S	S				S		S
Pottawattamie County Sheriff's Office	S	S		S	S	S		S	P	S	S	S	P		S		S
Riverside Community Schools	S				S										S	S	
Saint Albert Community Schools	S				S										S	S	
Southwest Iowa Preparedness Partners								S									
Southwest Iowa Transit Service	S				S												

EMERGENCY SUPPORT FUNCTIONS

AGENCY/ORGANIZATION	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Treynor Community Schools	S				S										S		
Treynor Fire Department	S	S		S	S	S		S	S	S	S				S		
Tri-Center Community Schools	S				S										S	S	
Underwood Community Schools	S				S										S	S	
Underwood Fire Department	S	S		S	S	S		S	S	S	S				S		
United Way 2-1-1					S										S		
Walnut Fire Department	S	S		S	S	S		S	S	S	S				S		
West & East Pottawattamie Farm Bureau					S						S						
West & East Pottawattamie Soil & Water Conservation					S						S						
Western Iowa Development Association					S									S	S		

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CHAPTER 5 – Direction, Control, and Coordination



CPG 101 – C9

DCC OVERVIEW

Iowa Administrative Code 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 coordination doctrine within the Countywide Comprehensive Emergency Plan (CCEP).

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

The primary coordination doctrine of the county is the National Incident Management System. Created by FEMA by order of Homeland Security Presidential Directive 5 (HSPD-5), the NIMS is a national strategic approach that guides stakeholders across the whole community to create a nationwide unity of effort regarding the management of domestic incidents and planned events. It applies to all levels of government and all incidents regardless of size, complexity, and scope.

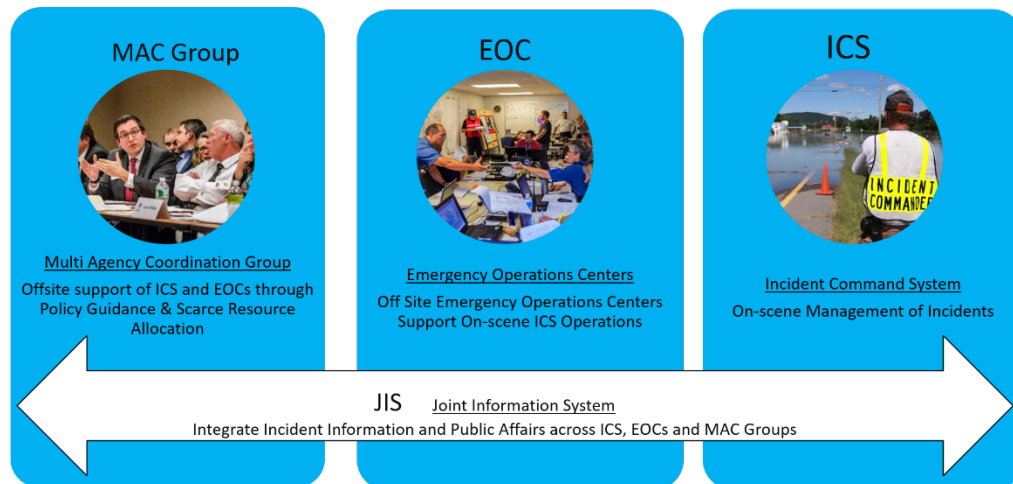
NIMS guiding principles allow for:

- 1) **standardization** that promotes integration among multiple organizations, jurisdictions, and levels of government;
- 2) **flexibility** that promotes scalability and adaptability to any situation, from pre-planned events to routine local emergencies to incidents involving intra- or interstate mutual aid and federal assistance; and
- 3) **unity of effort** among various entities and organizations to achieve common objectives by enabling those with specific jurisdictional responsibilities to support each other effectively while maintaining their own authorities.



DCC ORGANIZATIONAL STRUCTURES

As identified in NIMS and required in Iowa Administrative Code, the interconnectivity between public and executive policy decisions, the translation of that policy into strategic and operational direction, and the tactical implementation of operational objectives requires robust, known, and exercised coordination structures.



These NIMS structures enable incident managers to manage incidents in a unified, consistent manner. Interconnectivity of NIMS structures is important to allow personnel in diverse geographic areas, with differing roles and responsibilities, and operating within various functions of ICS and/or EOCs to integrate their efforts through common organizational structures, terminology, and processes.

- When an incident occurs or threatens, local emergency personnel manage response using NIMS and Incident Command System principles.
- If the incident is or becomes large or complex, local EOCs activate.
- EOCs receive senior level guidance from MAC/Executive Policy Groups and translate that information into operational objectives for ICS implementation.
- A Joint Information Center (JIC) manages the Joint Information System (JIS) operations to ensure coordinated and accurate public messaging among all levels: ICS, EOC, and MAC Group.

Executive Policy Group (Multi-agency Coordination Group)

The Executive Policy Group (EPG) is part of the off-site incident management structure. It is established and organized to make cooperative multiagency decisions and act as the policy-level body during incidents, supporting resource prioritization and allocation, and enabling decision making among elected and appointed officials and those responsible for managing the incident.

In some instances, EOC staff also carry out this activity as personnel assigned to work in the EOC are the same senior leadership as would be incorporated into the Executive Policy Group.

The Executive Policy Groups will typically consist of:

- agency administrators
- executives
- elected leaders, or their designees

The composition of EPG is important. Sometimes membership is obvious. Organizations directly affected and whose resources are committed to the incident or elected leaders directly responsible for the safety and welfare of their constituents should be represented.

Sometimes, however, organizations that should be EPG members are less obvious. These include business organizations such as local chambers of commerce, volunteer organizations such as the American Red Cross, or other organizations with special expertise or knowledge. While these organizations may not have tangible resources or funds to contribute, their relationships, political influence, or technical expertise can be key to the success in supporting incident response and recovery.

EPG designees should have their respective organization or jurisdiction's authorization to represent and/or commit resources and funds for incident activities and typically base their decisions on EPG member consensus. In many cases, the EPG can function virtually.

The Executive Policy Group will:

- organize policy-level officials to enhance unity of effort at the senior level;
- provide guidance regarding priorities and strategies for response and recovery;
- provide guidance and delegations of authority for joint public information management;
- resolve disparate policy issues between multiple jurisdictions or agencies;
- provide guidance on critical resource priority allocations;
- ensure communications with the public is consistent, timely, and coordinated; and
- provide guidance and direction to ensure effective information sharing from incident-level personnel through policy-level officials fosters trust and helps ensure that all leaders have the information they need to make informed decisions.

The Executive Policy Group is organized, receives its incident-related information, and is provided administrative and/or logistical support through the EOC.

Emergency Operations Center (EOC)

The emergency management agency is charged with the responsibility of equipping and maintaining an EOC to serve as the centralized countywide hub for emergency and disaster response and recovery coordination.

EOC Staffing

The EOC will be staffed with emergency management agency personnel as well as designated or assigned personnel from partner jurisdictions, agencies, and organizations. These personnel are typically those that make up the membership of an activated Executive Policy Group (EPG) and activated Emergency Support Functions (ESFs). It is the goal of the emergency management agency to maintain an alert roster of pre-designated personnel for EOC activations.

EOC Functions

The primary functions of staff in the EOC, include:

- Collecting, analyzing, and sharing information;
- Information coordination and emergency public information;
- Establishing and maintaining countywide situational awareness;
- Creating and sustaining a common operating picture among all response and recovery participants and stakeholders across local, state, and federal jurisdictions;
- Supporting resource needs and requests, including allocation and tracking;
- Coordinating and developing plans;
- Determining current and future needs; and
- Providing coordination and implementation of policy and strategic direction established by the Executive Policy Group.

In Pottawattamie County, based on an incident's geographic footprint, number of qualified and/or experienced incident management personnel resources, or incidents that have no defined incident site, the EOC may also serve as the Incident/Unified or Area Command Post within the county based on incident needs and executive leadership direction.

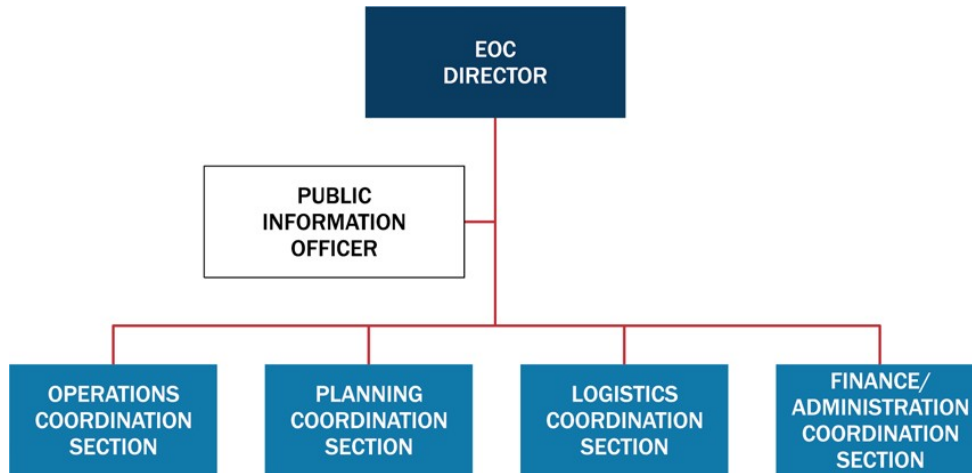
EOC Organization

Similar to the Incident Command System, the EOC is managed with modular organization characteristics.

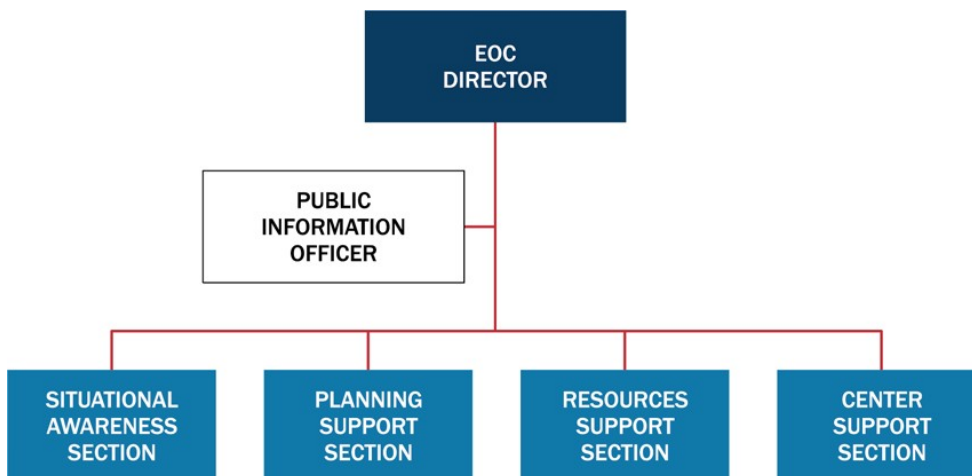
The EOC organization will be established based on the needs of the incident or event and may evolve or be hybridized as the situation dictates. The three (3) models that will be utilized include:

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

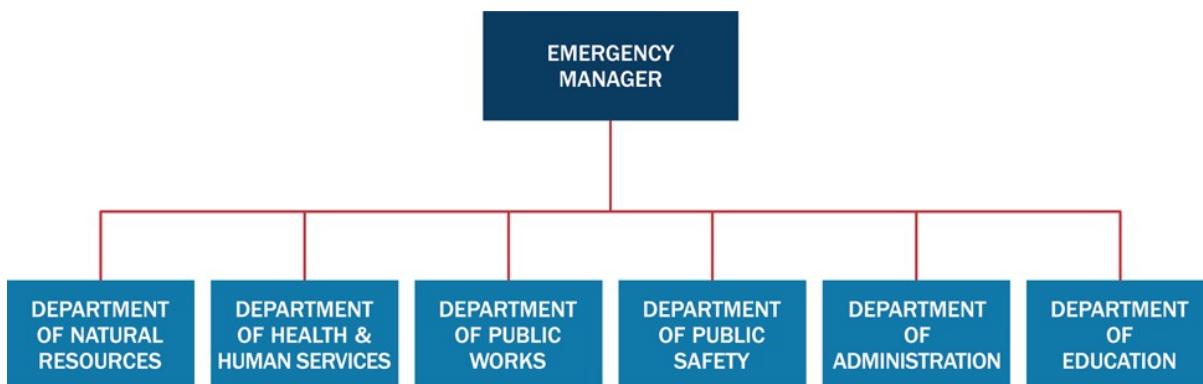
EOC ICS-like Structure



EOC Incident Support Model Structure



EOC Departmental Structure



Incident Command System (ICS)

The Incident Command System is a widely applicable management system designed to enable effective, efficient “on-scene” incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

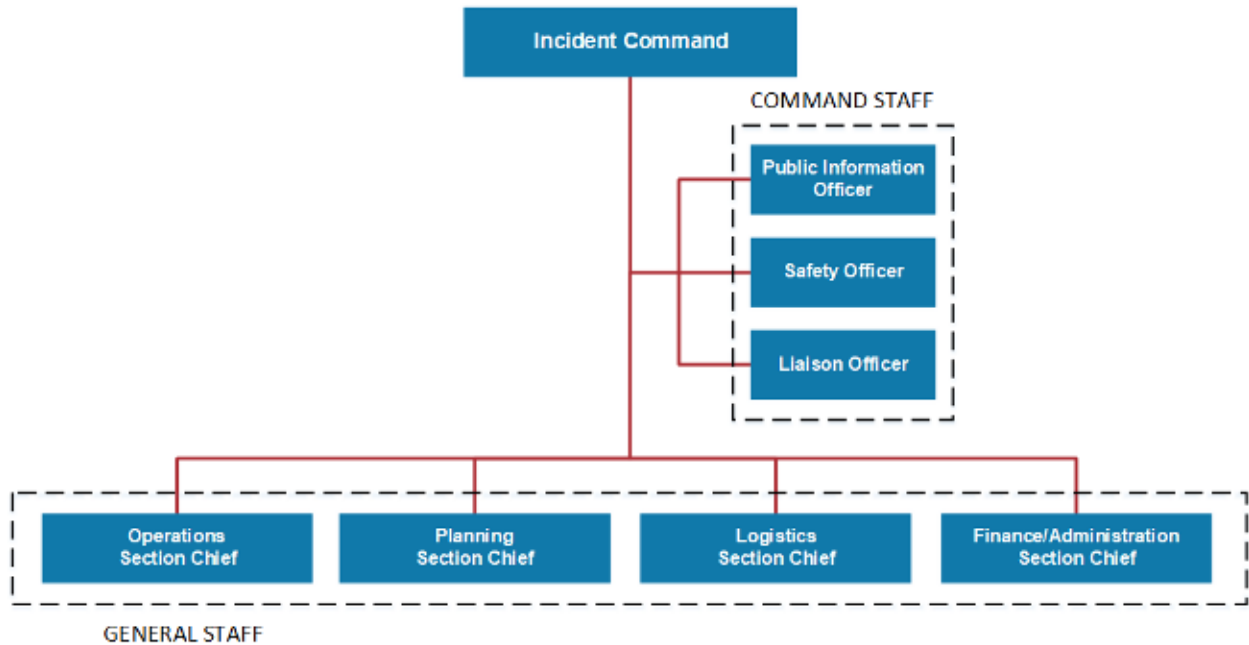
It represents organizational "best practices" and, as an element of the Command and Management Component of NIMS, has become the standard for emergency management across the country. ICS is interdisciplinary and organizationally flexible to meet the following management challenges:

- Meet the needs of incidents of any kind or size.
- Allow personnel from a variety of agencies to meld rapidly into a common structure.
- Provide logistical and administrative support to operational staff.
- Be cost effective by avoiding duplication of efforts.

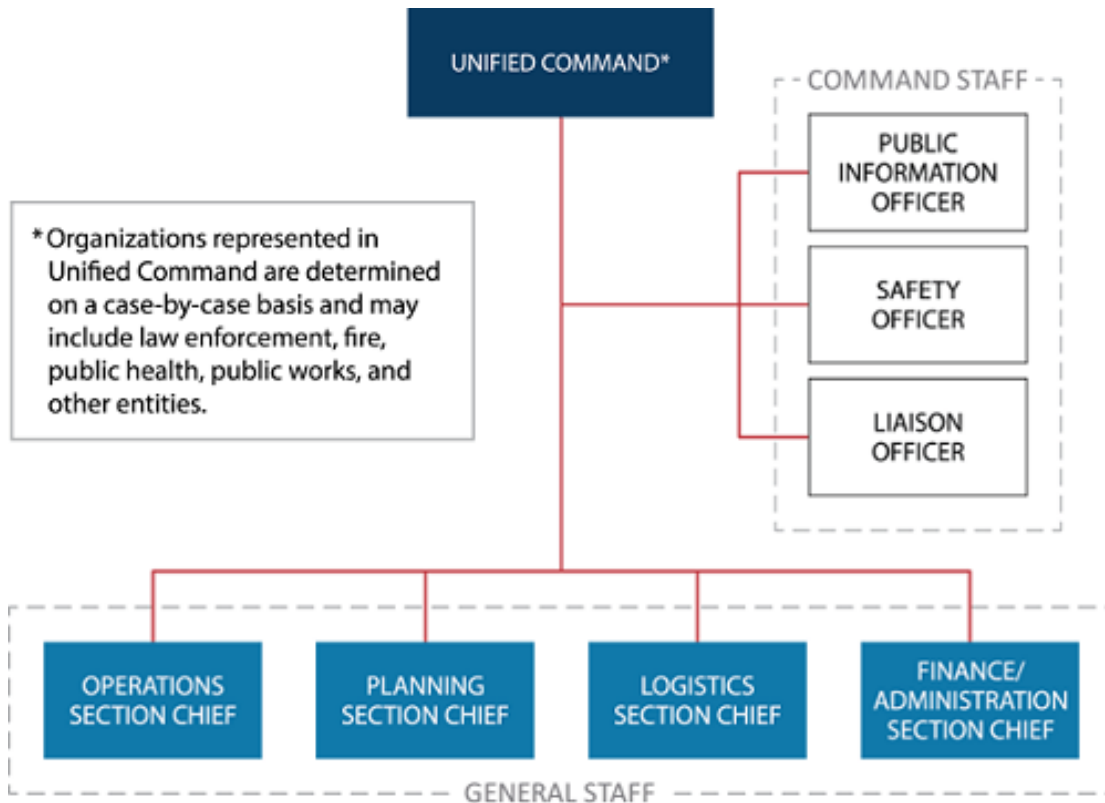
ICS consists of procedures for controlling personnel, facilities, equipment, and communications. It is a system designed to be used or applied from the time an incident occurs until the requirement for management and operations no longer exists.

The following information will outline the ICS organizational models that have been and will be utilized throughout the county to manage the on-scene tactical operations through ICS best practices.

Single Incident Command System Model



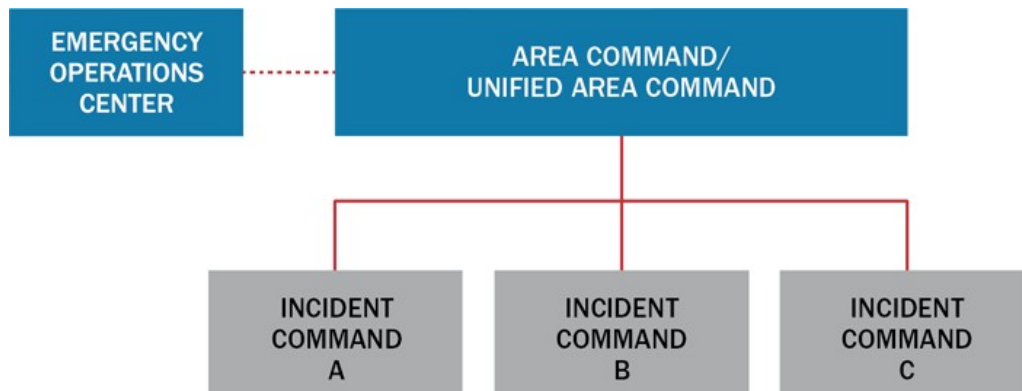
Unified Command System Model



Area Command System Model

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.

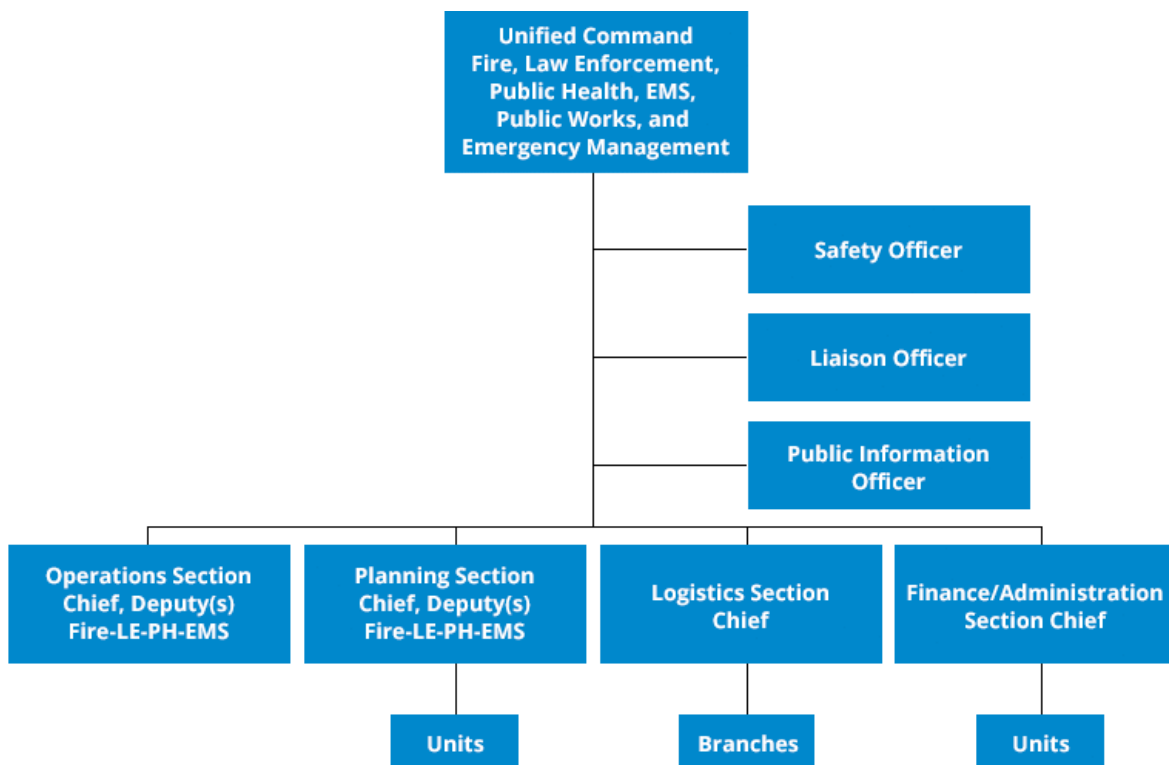
Area Command works to align and/or de-conflict priorities, objectives, strategies and critical resource allocations of multiple commands. It will also support common needs across the commands, such as, but not limited to: logistics, planning, public information, etc. Local incident or unified commands maintain tactical control of assigned resources. Based on the size, scope, complexity, and available resources within the county, any established Area Command will typically be collocated and operate at the emergency operations center (EOC).



Incident Management Team (IMT) Model

The IMT concept is beneficial in any size incident or pre-planned event but especially in incidents where the full expansion of ICS or implementation of area command would be beneficial but local capacity is limited based on incident size, scope, complexity, and the availability of qualified and experienced incident management personnel.

The effective implementation of advanced ICS methodologies requires enhanced training, experience and exercise. Sometimes this is best achieved by assembling personnel with requisite qualifications and experience to fill incident management roles regardless of their jurisdictional affiliation. In such cases – as authorized by applicable chief elected officials and/or an established EOC Executive Policy Group – the emergency management agency would activate a multi-jurisdictional/multi-disciplinary *Incident Management Team* that would operate under an executed delegation of authority. The team would assume incident command system responsibilities to establish an effective on-scene command and control system.



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CHAPTER 6 – Information Collection, Analysis, and Dissemination



CPG 101 – C9

SITUATIONAL AWARENESS AND COMMON OPERATING PICTURE

Situational Awareness is the ability to identify, process, and comprehend the critical information about an incident. More simply, it is knowing what is going on over the breadth of the incident or event. Situational awareness requires continuous monitoring of relevant sources of information regarding actual incidents and developing hazards.

A common core function of EOCs is gaining, maintaining, and sharing *Situational Awareness* and developing a *Common Operating Picture* that is shared between ICS, EOC, Executive Policy/MAC Groups, and Joint Information System (JIS) participants in the incident(s).

In the early stages of activation, the EOC must obtain Situational Awareness. This is important because accurate, timely information will enable more informed and effective decision-making.

To achieve this critical operational priority, three (3) task categories must be accomplished:

- Gather data and information
- Analyze data and information
- Disseminate information

The following tables will provide the task-level strategies that EOC staff will utilize to attain situational awareness and the creation of a common operating picture.

Gather Data and Information		
Collect and Monitor	Coordinate with External Affairs	Coordinate with EOC personnel
<ul style="list-style-type: none"> • Sources include: plans, on-scene reports, EOC personnel, partner agencies, liaisons, fusion centers, media, social media, etc. • Content includes: demographics, damages assessments, infrastructure, supply chain, geographic data & information. 	<ul style="list-style-type: none"> • Receive all information from assigned ESF #15 personnel operating within the EOC’s JIC or established off-site JIC. • Provide all relevant info to assigned ESF #15 personnel operating within the EOC’s JIC or established off-site JIC. 	<ul style="list-style-type: none"> • ESF personnel will be networking within their functional areas to gather relevant information to inform situational awareness.

Analyze Data and Information		
Estimate Cascading Events <ul style="list-style-type: none"> Evaluate potential consequences of action or inaction. Develop mitigation actions. Identify trends. Engage technical specialists. 	Use Demographics <ul style="list-style-type: none"> Identify impacted cultural diversity. Identify potential vulnerabilities. Inform damage assessments. Identify potential service needs: <ul style="list-style-type: none"> Disabilities, access, functional needs Critical transportation needs 	Analyze Information <ul style="list-style-type: none"> Verify, organize, prioritize & track Convert raw data to useful info. Identify/address misinformation. Clarify incomplete information. Identify incident-specific essential elements of information and critical information requests.
Identify Critical Information <ul style="list-style-type: none"> Recognize incident-specific critical information to be disseminated immediately. Ensure incident response partners are providing essential elements of information in line with planned dissemination rhythms. 		Prepare Products <ul style="list-style-type: none"> Situation reports. Situation briefings. Specialty reports. Operational displays and briefing tools. Incident response tools and information for responders.

Disseminate Information		
Develop Rhythm <ul style="list-style-type: none"> Develop a schedule for regular release of information. Obtain approvals for distribution. Determine distribution lists. Determine distribution methods. 	Critical Information <ul style="list-style-type: none"> Establish process to identify, verify, distribute critical information. <ul style="list-style-type: none"> Coordinate with ESF #15 for public distributions. 	Displayed Information <ul style="list-style-type: none"> Develop and maintain situational information and significant event data within the EOC.
Visual Support <ul style="list-style-type: none"> Utilize visualizations such as graphs, photos, and maps to graphically depict information. 	Outputs <ul style="list-style-type: none"> Mapping/geospatial data and sources. Web-based products. Paper maps. Situation reports and briefings. Specialty reports. Displays, briefings tools, operational tools, and other information products as identified. 	Security <ul style="list-style-type: none"> Ensure proper security when sharing sensitive, classified, or protected information. Ensure all personnel involved in the incident are aware of information security requirements.

EOC 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 and in coordination with ESF #15 – External Affairs and Emergency Public Information.

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 Division of Intelligence Fusion Center and FBI JTTF (Omaha Field Office).

Dissemination Determination

Based on the scope of the incident and need for information, the strategy on how information will be shared and with whom, will be developed by the EOC, with appropriate ESF collaborators, for approval by the Executive Policy Group.

Essential Elements of Information (EEI)

EOCs identify EEI in order to:

- Ensure personnel report the most accurate and appropriate data for creating situational awareness.
- Translate that data into useful information for decision-makers.
- Communicate that information with appropriate personnel, stakeholders, and state and federal partners.

EEI needs will change throughout the lifecycle of an emergency or disaster. Clearly communicated EEI will improve situational awareness and the development of a common operating picture that informs critical decision-making requirements. Critical EEI elements include, but are not limited to:

- Life safety / warning information
- Resource status
- Tactical (field) operational status
- Shelter operations, health, & safety
- Active / pending threat information
- Personnel & resource accountability
- Impact / damage assessment data
- Financial data

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.

Public Collaboration

Accurate and timely information to the public is important in the overall success of emergency and recovery operations. External Affairs and Emergency Public Information is detailed within ESF #15 of the ESF Annex portion of the framework.

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.

In addition, this philosophy includes private sector partners regarding the prevention and protection against certain threats. This is even more relevant when they are identified as a critical infrastructure - key resource (CIKR) partner, or as community lifeline/sector-specific threats emerge.

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CHAPTER 7 – Communications



Communications Framework

Public Safety Radio Network

The backbone of communications support in Pottawattamie County for emergency operations is the public safety radio system operated and maintained by the Pottawattamie County Sheriff's Office Division of Communications. 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 and tone-alerting capability for the fourteen (14) volunteer fire-rescue services. The system has access to local, regional, and national interoperable frequencies/channels to support a multitude of scenarios.

Amateur Radio

A volunteer amateur radio (ARES/RACES) capability is available through emergency management to augment operations or serve as a redundant capability.

Mass Notification System

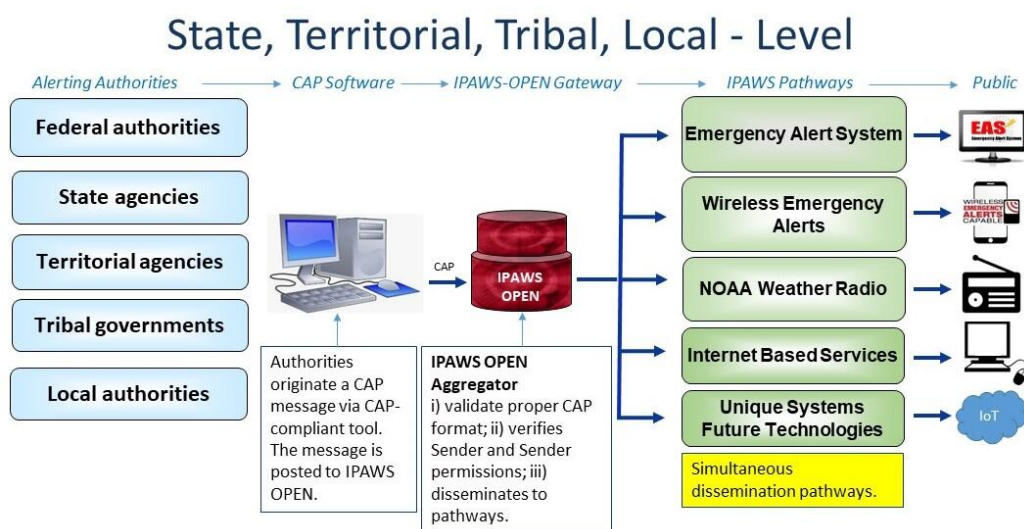
The countywide emergency alert system, Pottawattamie Alert, is part of the statewide Alert Iowa Network. It provides emergency alerting and messaging capabilities for government, the public, and private sector. The system can distribute pre-programmed emergency messages, automated severe weather alerts, and just-in-time emergency messaging based on the situation and emergency public information needs. Messages are delivered by recorded voice, text-to-speech, SMS, and/or email.

Distribution can be countywide, targeted to specific communities or specific geographical areas by mapping interface, essential or specialty response personnel alert rosters, or one-time public enrollment at special events such as fairs, concerts, festivals, or other events.

Pottawattamie Alert also interfaces with the federal Integrated Public Alert and Warning System (IPAWS). This interface allows locally or state produced emergency messages to be distributed and broadcast via federal warning systems, which includes the:

- Emergency Alert System (EAS);

- Wireless Emergency Alerts (WEA);
- NOAA Weather Radios; and
- some internet web services and applications, including:
 - Google
 - Facebook
 - Geo-Comm
 - National Public Radio
 - Samsung Information Systems America
 - The Weather Channel Companies



Interoperable Communications

Interoperability plans are written as part of the incident action planning process. The existing communications infrastructure is 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 interoperability channels (on the county 800MHz system or Iowa ISICS 700MHz platform) or national mutual aid frequencies/channels as identified in the standard NIFOG (DHS-FEMA). Local agencies maintain standardized policies on interoperability 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 responses, etc.

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CHAPTER 8 – Administration, Finance, and Logistics



ADMINISTRATION

CPG 101 – C10

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.

Documentation

Incident documentation should be coordinated and is typically managed by the Documentation Unit within the ICS and EOC Planning Section(s). All document types are collected and collated at this unit for situational awareness, historical record, recovery operations, incident analysis, after-action analysis, and other essential purposes. Through the practices of NIMS and 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 each incident or event.

After-Action Reporting and Improvement Planning (AAR-IP)

This process is 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 to enhance future responses.

Improvement actions are documented to chart a path to future success. Implementation targets can be limited by personnel or cost implications. The overarching AAR-IP system is managed by the emergency management agency, following applicable standards established in the Homeland Security Exercise and Evaluation Program (HSEEP), in consultation with the emergency management commission. The commission will guide implementation of improvement recommendations in a manner consistent with updated risk assessments, personnel requirements, and cost-benefit considerations to formulate improvement priorities.

FINANCE

CPG 101 – C10, C11

Recovery Programs

The primary and most common recovery programs available are operated under the implementation rules of the Robert T. Stafford Act. Additional programs may become applicable, as funding is available, through state or local programs. Some of the most frequently used include:

- FEMA Public Assistance
- FEMA Individual Assistance
- Iowa Individual Assistance
- Red Cross Disaster Relief and Recovery Services
- Small Business Administration Disaster Loans
- Pottawattamie County Disaster Unmet Needs Fund
- Other local emergency response and recovery funds (private and non-profit foundations)
- Donations of labor, finances, commodities, goods, and services

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 impacted jurisdictions shall designate a single point of contact to serve as their Finance Section Chief to oversee the documentation of the following: 1) personnel time, 2) equipment used/expended, 3) emergency contracts initiated, 4) donations, 5) volunteer labor, and 6) mutual aid expenses.

Costs identified above will be documented initially in the manner prescribed by the entity's local financial office (city clerks, county auditor, etc.). The emergency management agency will coordinate with each designated Finance Chief regarding collection of required data for recovery efforts and prescribe use of a certain forms when necessary, as directed by the state or FEMA.

Personnel and local officials will typically be provided cost-recovery training at the initiation of recovery operations 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, insurance implications regarding cost recovery, and procurement requirements applicable to federal grant funds.

Recovery processes and coordination mechanisms are further defined in the Countywide Disaster Recovery Framework portion of the Countywide Comprehensive Emergency Plan (CCEP).

LOGISTICS

CPG 101 – C11

The emergency management program documents all-hazards agency resources in a separate stand-alone system apart from this plan and is further described in the ESF #7 Logistics Annex. 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 personnel, common response 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 procurement capabilities or mutual aid agreements will be sourced through the Emergency Operations Center.

CHAPTER 9 – Plan Development and Maintenance



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COUNTYWIDE COMPREHENSIVE EMERGENCY PLAN OVERVIEW

The Pottawattamie Countywide Comprehensive Emergency Plan (CCEP) is comprised of three (3) major parts: (A) Emergency Operations Framework; (B) Multi-Jurisdictional Hazard Mitigation Plan; and (C) Disaster Recovery Framework. Each primary part of the CCEP is further subdivided and/or supported by additional elements.

Emergency Operations Framework Construct

As previously described in Chapter 2 and Chapter 3, the primary components of the operations framework are the Basic Plan and Emergency Support Function Annexes. The table below identifies the construction of the operations framework, followed by additional descriptions of each ESF.

Pottawattamie County Emergency Operations Framework	
1 Basic Plan	Overview of the countywide emergency management system and structure, expected mission execution, primary roles and responsibilities.
2 Emergency Support Function Annexes	Identify functional coordination and primary mission execution responsibilities. Identifies the agencies to coordinate and support preparedness, response, recovery, and mitigation priorities related to identified common support functions.
3 Support Annexes	Describe the framework through which departments, agencies, and community partners coordinate and execute the common emergency management strategies that apply to nearly every type of emergency.
4 Hazard Specific Annexes	Describe the policies, situation, operations, and responsibilities for particular hazards, threats, or incidents.

Emergency Support Functions (ESF)

The ESFs provide the structure for coordinating inter-agency operations and support in response to an incident or event. They are mechanisms for grouping functions most frequently used to coordinate response actions and support for multi-agency/multi-jurisdictional emergencies and disasters.

EOC and ICS organizational structures provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, qualifications, taskings, and requirements in order to respond to incidents in a more efficient, effective, and collaborative manner.

While ESFs are typically assigned to a specific organizational section at the EOC for management purposes, resources may be assigned anywhere within the overall incident/event direction, control, and coordination structure(s) that are implemented.

Regardless of the area ESF resources are deployed or assigned, all entities work within the organizational parameters of the Emergency Operations Framework or other applicable provisions of the Countywide Comprehensive Emergency Plan (CCEP) to ensure that appropriate planning, execution, and accountability of required missions occur.

DEVELOPMENT

The Emergency Operations Framework was developed in coordination with intra-state collaboration, review of existing state-level emergency plans, and by use of FEMA's Comprehensive Preparedness Guide (CPG 101), Version 2.0 (FEMA, 2010) and the National Incident Management System, 3rd Edition (FEMA, 2017).

Emergency Management staff drafts updates based on examination of plans and reference documents as previously discussed, consulting with stakeholders, requesting peer review of drafts, and attaining input and revision recommendations from executive level stakeholders; specifically, the Emergency Management Program Advisory Committee (EMPAC).

Upon consensus from EMPAC membership and a recommendation for approval, the plan is submitted for review with the Emergency Management Commission.

Upon the commission's adoption of revisions and updates, the approved plan is submitted to local jurisdictions and applicable department and community stakeholders.

MAINTENANCE

The emergency management agency is responsible for the review and update of this plan. Designees from the identified ESF primary and support agencies will be used as ESF planning workgroups, providing development and update recommendations to emergency management for their respective ESF(s). Draft updates are reviewed by EMPAC and then submitted to the emergency management commission for final approval. Updates are provided to all applicable jurisdictions, departments, and stakeholder organizations.

Iowa Administrative Code requires that twenty percent of the CCEP 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 update submission of ESF-10, Hazardous Materials.

Commission certified updates are submitted to Iowa Homeland Security and Emergency Management for approval. State approved plans are required, in accordance with Iowa law, for local jurisdictions to obtain additional funding through state contributions in recovery to emergencies and disasters.

Approved portions of the CCEP, with redactions of any protected information, will be made publicly available online at <https://pcema-ia.org>.

CHAPTER 10 – Authorities and References



CPG 101 – C12

PLAN AUTHORITIES

Federal

- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Public Law 106-390, Disaster Mitigation Act of 2000
- Public Law 99-499, Emergency Planning and Community Right-to-Know Act

State

- Iowa Code §29C, Emergency Management and Security
- Iowa Administrative Code [605], Homeland Security and Emergency Management
- Iowa Code §372.14, Organization of City Government

Local

- Pottawattamie County Emergency Management Program Strategic Plan (2020)
- Pottawattamie County NIMS Implementation Plan (2020)
- Pottawattamie County Emergency Management Program Advisory Committee (EMPAC) Charter (March 2, 2021)
- Pottawattamie County Code, Chapter 3.15, Civil Emergencies
- City of Carson Code, Chapter 15.02(2), Proclamation of State of Emergency
- City of Council Bluffs Code, Chapter 8.19, State of Emergency

PLAN REFERENCES

- Presidential Policy Directive / PPD-8 (March 30, 2011) : National Preparedness
- National Preparedness Goal, 2nd Edition (September 2015), U.S. Department of Homeland Security
- Homeland Security Presidential Directive-5 (February 28, 2003)
- National Incident Management System, 3rd Edition (October 2017), FEMA
- National Response Framework, 4th Edition (October 28, 2019), U.S. Department of Homeland Security
- Comprehensive Preparedness Guide / CPG 101, Version 2.0 (November 2010), FEMA
- Emergency Management Standard (May 2019), American National Standards Institute (ANSI) / Emergency Management Accreditation Program (EMAP)
- Planning Standards Guidelines (2013-2020), Iowa Homeland Security and Emergency Management

ACRONYMS AND ABBREVIATIONS

(AAR-IP)	After Action Report and Improvement Plan
(ANSI)	American National Standards Institute
(ARC)	American Red Cross
(ARES)	Amateur Radio Emergency Services
(CBRNE)	Chemical, Biological, Radiological, Nuclear, Explosive
(CCEP)	Countywide Comprehensive Emergency Plan
(CDC)	Center for Disease Control
(CFR)	Code of Federal Regulations
(CIKR)	Critical Infrastructure and Key Resources
(DCC)	Direction, Control, and Coordination
(DHS)	U.S. Department of Homeland Security
(CPG)	Comprehensive Preparedness Guide
(EAS)	Emergency Alert System
(EMA)	Emergency Management Agency
(EMAC)	Emergency Management Assistance Compact
(EMAP)	Emergency Management Accreditation Program
(EMPAC)	Emergency Management Program Advisory Committee
(EOC)	Emergency Operations Center
(EOP)	Emergency Operations Plan
(EPCRA)	Emergency Planning and Community Right-to-Know Act
(EPG)	Executive Policy Group
(ERT)	Emergency Response Team
(ESF)	Emergency Support Function
(EST)	Emergency Services Team
(FEMA)	Federal Emergency Management Agency
(GIS)	Geographic Information System
(HAZMAT)	Hazardous Material
(HSEEP)	Homeland Security Exercise and Evaluation Program
(HSEMD)	Iowa Department of Homeland Security and Emergency Management
(HSPD)	Homeland Security Presidential Directive
(IAS)	Intelligent Accountability System
(IPAWS)	Integrated Public Alert & Warning System
(ICS)	Incident Command System
(ICP)	Incident Command Post
(IDPH)	Iowa Department of Public Health
(IMT)	Incident Management Team
(ISICS)	Iowa Statewide Interoperable Communications System
(JIC)	Joint Information Center
(JIS)	Joint Information System
(LEPC)	Local Emergency Planning Committee
(LOA)	Letter of Agreement

(MAA)	Mutual Aid Agreement
(MABAS)	Mutual Aid Box Alarm System
(MAC)	Multi-Agency Coordination Group
(MOA)	Memorandum of Agreement
(MCV)	Mobile Command Vehicle
(MOU)	Memorandum of Understanding
(NDRF)	National Disaster Recovery Framework
(NIFOG)	National Interoperability Field Operations Guide
(NFIP)	National Flood Insurance Program
(NGO)	Non-governmental Organization
(NIMS)	National Incident Management System
(NOAA)	National Oceanic and Atmospheric Administration
(NRF)	National Response Framework
(NSGP)	Nonprofit Security Grant Program
(NWS)	National Weather Service
(PCEMA)	Pottawattamie County Emergency Management Agency
(LPDA)	Local Preliminary Damage Assessment
(PIO)	Public Information Officer
(PPD)	Presidential Policy Directive
(RACES)	Radio Amateur Civil Emergency Service
(SA)	Support Annexes
(SOG)	Standard Operating Guidelines
(SOP)	Standard Operating Procedures
(TIIPP)	Threat Information and Infrastructure Protection Program
(UC)	Unified Command
(UTV)	Utility Terrain Vehicle
(WEA)	Wireless Emergency Alert

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CHAPTER 11 – List of Supporting Annexes



Emergency Support Function Annexes

1	Transportation	10	Hazardous Materials
2	Communications	11	Agriculture & Natural Resources
3	Public Works & Engineering	12	Energy Sector
4	Firefighting	13	Public Safety & Security
5	Emergency Management	14	Private Sector Support
6	Mass Care & Human Services	15	External Affairs & Emergency Public Information
7	Logistics & Resource Support	16	Education Sector
8	Public Health & Medical Services	17	Military Support to Civilian Authorities
9	Search & Rescue		

** New for development*

Support Annexes

Damage Assessments
Continuity of Government
<i>Emergency Declaration Process</i>
<i>Volunteer and Donations Management</i>
<i>Financial Management</i>
<i>Pottawattamie Countywide Debris Management Plan</i>
Animals in Disaster Sheltering Plan

** New for development*

Hazard Specific Annexes

Mass Casualty Response Plan
Mass Fatality Response Plan
Drought Incident Coordination Plan
Council Bluffs Missouri River Levee System Emergency Preparedness Plan
<i>Pottawattamie County Levee Systems Emergency Preparedness Plan</i>
<i>West Nishnabotna River Flood Preparedness Plan</i>
Winter Storm Emergency Parking Plan
Omaha Airport Authority Emergency Plan
Indian Creek Watershed Emergency Action Plan
<i>Civil Unrest Response Plan</i>
<i>Terrorism Incident Response Plan</i>
<i>Council Bluffs Municipal Airport Response Plan</i>
<i>Pottawattamie Countywide Pandemic Response Plan</i>
State of Iowa CBRNE Response Protocol
Pottawattamie County Severe Weather Response Guidelines

** New for development*