

2011

Polk County

Comprehensive Emergency Plan

Public Version



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## 1. Introduction

The Polk County Comprehensive Emergency Plan (CEP) is the document that provides the foundation for all disaster and emergency preparedness, response, recovery, and mitigation operations conducted within Polk County, Iowa.

Iowa state law requires the Polk County Emergency Management Commission to develop this plan and update it on a periodic basis. The public version of the Comprehensive Emergency Plan "FOR PUBLIC DISTRIBUTION" is designed to provide the public with the following information regarding the plan:

- **Section 1** provides the introduction and purpose of the comprehensive emergency plan.
- **Section 2** provides information on plan development and maintenance.
- **Section 3** provides general assumptions and planning factors.
- **Section 4** provides information on the different activation levels.
- **Section 5** provides information on the concept of operations.
- **Section 6** provides information on preparedness.
- **Section 7** provides information on communication.
- **Section 8** provides information on the plan structure.
- **Section 9** provides the glossary.

Please note that the Comprehensive Emergency Plan is a living document. It may undergo a major revision every three years and can be updated annually from submitted and committee approved changes.

**For more general information** please contact Polk County Emergency Management Agency at 515-286-2107 or your local emergency manager.

## 1.2 Purpose

The purpose of the Comprehensive Emergency Plan is to establish a comprehensive countywide, all-hazards approach to incident management including preparedness, response, recovery, and mitigation.

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

- A. Reduce the loss of life and property of Polk County residents and visitors due to natural, technological, or intentional emergencies.
- B. Provide an efficient, comprehensive organizational structure for emergency preparedness, response, recovery, and mitigation.
- C. Manage emergency operations within Polk 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.
- D. Recover from emergencies by providing for the rapid and orderly initiation of restoration and rehabilitation of persons and property affected by emergencies.

## 1.3 Scope

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

- A. **Geographic.** The Comprehensive Emergency Plan covers the entire 592 square miles of Polk County, Iowa to include all incorporated as well as unincorporated urban and rural portions of the county.
  
- B. **Demographic.**
  
- C. **Levels of government.** The Comprehensive Emergency Plan provides mechanisms for vertical and horizontal coordination, communication, and information sharing activities within and among the 17 municipal governments, townships, and the County of Polk. The Plan also provides direction on the interface with state and federal governments.
  
- D. **Disaster life cycle.** The Comprehensive Emergency Plan is comprehensive with regards to the full life-cycle of emergency and disaster management: preparedness, response, recovery, and mitigation.
  
- E. **Hazards.** The Comprehensive Emergency Plan is an all-hazards approach and is applicable regardless of the cause, size, or complexity of the hazard(s) involved.
  
- F. **Severity.** The Comprehensive Emergency Plan is utilized for a wide-range of incidents with respect to their severity.
  
- G. **Functions.** The Comprehensive Emergency Plan includes fifteen (15) emergency support functions (ESFs) and is further described later in this Comprehensive Emergency Plan in the section titled *Emergency Support Functions*.

## 1.4 Regulations

The Comprehensive Emergency Plan adheres to the Code of Iowa, Chapter 29C – *Emergency Management and Security*.

## **2 Plan Development and Maintenance**

### **Responsibility**

The Comprehensive Emergency 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 plan.

### **Procedures**

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

### **Review**

Needed changes to the Comprehensive Emergency Plan and any Annexes will be reported the Polk County Emergency Management Agency (EMA) within a reasonable timeframe upon their discovery by any involved entity.

A complete review and amendment (as appropriate) of the Comprehensive Emergency Plan shall be conducted every five years.

### **3 General Assumptions and Planning Factors**

The Comprehensive Emergency Plan 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 Polk County and it may occur without warning.
- 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.
- Incidents often attract a sizeable influx of independent, spontaneous volunteers and supplies.
- Assistance from state, federal, or other outside entities will be available in most situations but it is essential for Polk County to be prepared to carry out short-term response and recovery efforts in the absence of outside assistance.

### **4 Activation**

The Comprehensive Emergency 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. There are five different activation levels ranging from monitoring to advanced.

## **5 Concept of Operations**

### **5.2 National Incident Management System**

On 28 February 2003 President George W. Bush directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS).

It is the goal of the NIMS to provide a consistent nationwide template for all levels of government and private sector organizations to effectively work together in preparation, response, and recovery from domestic incidents.

The NIMS provides a foundation of concepts, principles, terminology, and organization that when used properly enables the effective management of any type of incident. The Incident Command System (ICS) is one component of the larger NIMS structure.

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.

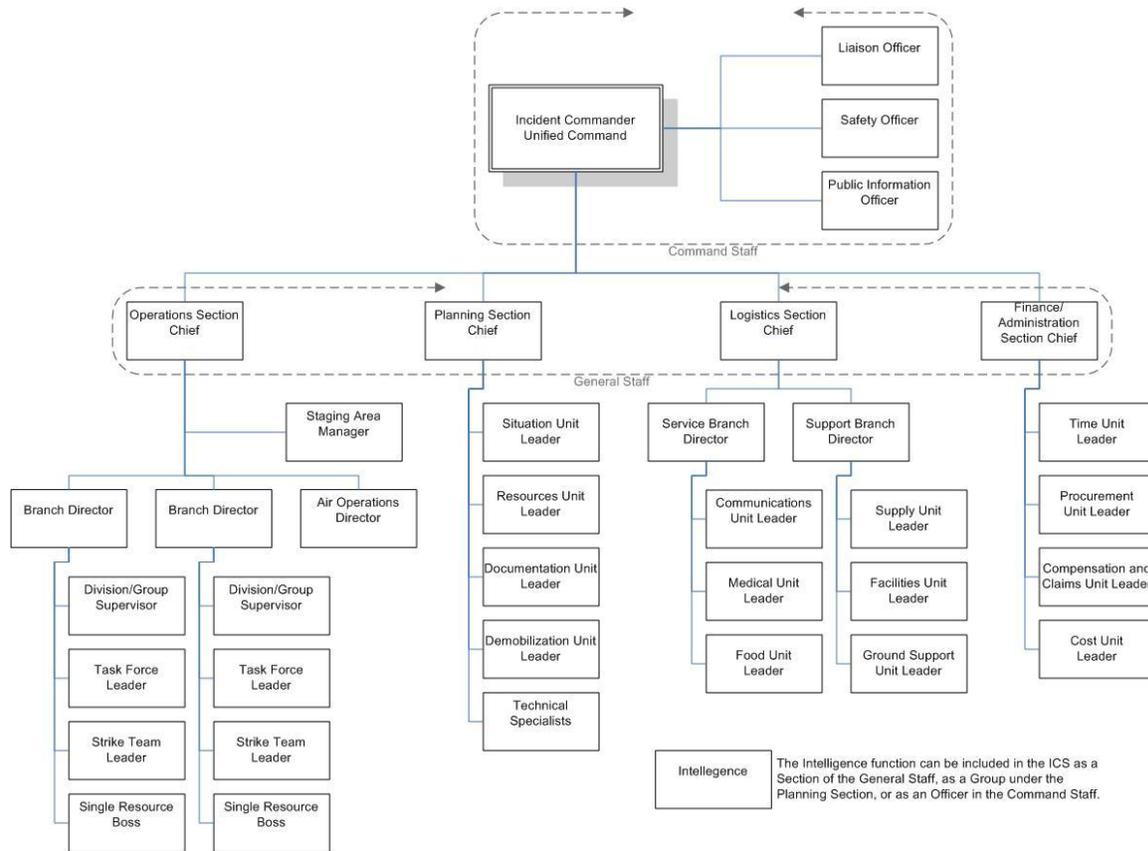
### **5.2 The Incident Command System**

The Comprehensive Emergency Plan will be implemented through the Incident Command System (ICS).

ICS provides the functional structure for actively managing any type of incident regardless of cause, size, or complexity.

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 1: Sample Incident Command Organizational Chart**



### 5.3 Multi-agency Coordination Systems

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.

#### 5.3.1 Emergency Operations Center

When incidents cross disciplinary or jurisdictional boundaries or involve complex incident management scenarios, a multi-agency coordination entity such as Polk County Emergency Management Agency should be used to facilitate incident management and policy coordination.

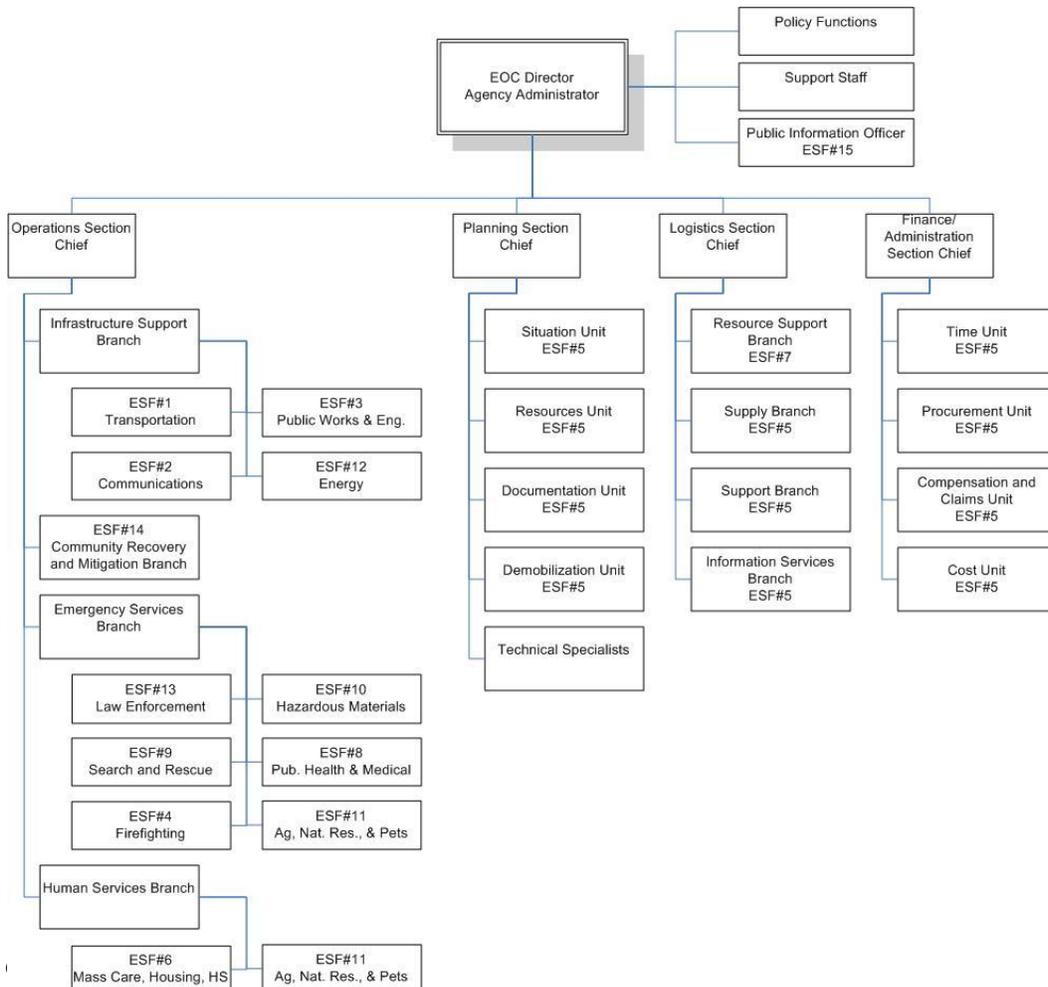
A staffed emergency operations center (EOC) is the ideal culmination of a multi-agency coordination system and should be utilized to the extent possible. The EOC is typically staffed by agency/jurisdiction principals (or their designees) from organizations and agencies with direct incident management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

The Emergency Operations Center (EOC) 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 EOC is both people and a facility and is usually led by the Emergency Management Director. Department heads of appropriate agencies and other decision-makers including private sector non-governmental organizations (NGOs) such as utilities, the American Red Cross, hospitals, the Salvation Army, and the United Way are represented in the EOC.

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

**Figure 2: Emergency Operations Center Organizational Chart**



## 5.4 ICS/EOC Interface

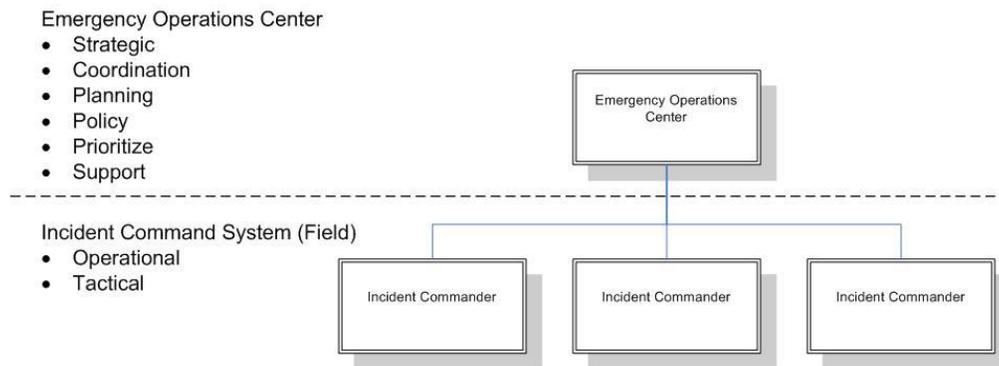
As an emergency escalates to a multi-incident, multijurisdictional incident, central coordination is needed. This is where an effective interface between the Incident Command System and the Emergency Operations Center is critical to a successful outcome.

The figure below illustrates the relationships to one another and the distinction in their responsibilities.

The EOC has “big picture” strategic decision-making authority to coordinate between jurisdictions and incident commanders; and provide support to field personnel requested through the ICS.

EOC personnel DO NOT direct field operations.

The Incident Commander has operational and tactical authority through the ICS to command field personnel.



## 5.5 Public Information Systems

### 5.5.1 Joint Information System (JIS)

A JIS 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 JIS communicates timely and accurate information to the public during crises or emergency situations.

### **5.5.2 Joint Information Center (JIC)**

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

## **6 Preparedness**

### **6.1 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 incident or incident of larger scale.

The Comprehensive Emergency Plan discusses personnel, equipment, and other resources and how they are used to support managing the incident. Benefits of the planning process and the plan include:

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

### **6.2 Training**

Training must include ICS training, multi-agency coordination, discipline-based, and agency specific courses in order to build and maintain competence in skill areas.

### **6.3 Exercises**

The plan and training will be minimally effective if they are not put to use through exercises. Exercises are used to evaluate the accuracy of planning assumptions and effectiveness of training.

### **6.4 Personnel Qualifications and Certification**

Common training, qualifications, and certification for certain roles with the NIMS and the CEP will assist responders in fulfilling their appropriate roles and responsibilities.

### **6.5 Equipment Acquisition and Certification**

Responders and support personnel must have the equipment necessary to carry out the expected functions, assignments, and tasks.

### **6.6 Mutual Aid**

Agreements arranged prior to incidents that allow jurisdictions to work together to increase resources are critical to the successful management of large-scale incidents. Polk County has these agreements in place should they be needed.

### **6.7 Publications Management**

The use of standardized forms, publications and training materials increases the efficiency of preparing for, responding to, and recovering from an emergency incident.

## **6.8 Resource Management**

There are requirements established for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.

## **7 Communications**

### **7.1 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.

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.

## 8 Plan Structure

### 8.1 Base Plan

The Base Plan outlines the basic concepts, roles, responsibilities, processes, and coordinating structures for managing emergency incidents. It includes appendixes for a glossary of terms, list of acronyms, and continuity of operations/government.

### 8.2 Emergency Support Functions (ESF)

Emergency Support Functions (ESFs) is the grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents.

Below is the list of the 15 different Emergency Support Function:

#### **ESF#1 - Transportation**

##### **ESF Coordinator: Transportation Management Advisory Committee (TMAC)**

- Government and civil transportation support
- Transportation safety
- Restoration/recovery of transportation infrastructure
- Movement restrictions
- Damage and impact assessment on transportation needs

#### **ESF#2 – Communications (Telecommunications and Information Technology)**

##### **ESF Coordinator: Polk County 911 Service Board**

- Coordination with telecommunications industry
- Restoration/repair and temporary provisioning of communications infrastructure
- Protection, restoration, and sustainment of cyber and information technology resources

#### **ESF#3 – Public Works and Engineering**

##### **ESF Coordinator: Polk County Public Works Association**

- Infrastructure protection and emergency repair
- Infrastructure restoration
- Engineering services and construction management
- Critical infrastructure liaison
- Debris management

**ESF#4 – Firefighting**

**ESF Coordinator: Polk County Fire Chiefs Association**

- Firefighting activities in structural and wildland environments
- Resource support to rural and urban firefighting operations

**ESF#5 – Emergency Management**

**ESF Coordinator: Polk County Emergency Management Commission**

- Coordination of incident management activities
- Issuance of mission assignments
- Incident action planning

**ESF#6 – Mass Care, Housing, and Human Services**

**ESF Coordinator: Des Moines Community Organizations Active in Disaster (DMCOAD)**

- Mass care to include sheltering, feeding, and first aid of disaster victims
- Temporary disaster housing
- Human service needs of victims
- Family reuniting services

**ESF#7 – Resource Support**

**ESF Coordinator: Safeguard Iowa Partnership (Central Iowa Chapter)**

- Facility space
- Office equipment and supplies
- Contracting services

**ESF#8 – Public Health and Medical Services**

**ESF Coordinators: Polk County Public Health, Central Iowa Emergency Medical Service Directors Association, and the Metro Emergency Department Committee**

- Public health
- Emergency medical services
- Hospital medical services
- Mental health services
- Mortuary services

**ESF#9 – Search and Rescue**

**ESF Coordinator: Polk County Fire Chiefs Association**

- Lost persons location
- Life-saving assistance
- Structural collapse rescue

**ESF#10 – Hazardous Materials**

**ESF Coordinator: Polk County Emergency Management Commission**

- CBRNE response (chemical, biological, radiological, nuclear, and explosive)
- Environmental safety and short-term clean-up

**ESF#11 – Agriculture, Natural Resources, and Pets**

**ESF Coordinator: Animal Rescue League**

- 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

**ESF#12 - Energy**

**ESF Coordinator: Emergency Management Commission**

- Energy infrastructure assessment, repair, and restoration
- Energy industry utility coordination
- Energy forecasting

**ESF#13 – Law Enforcement and Security (Public Safety)**

**ESF Coordinator: Polk County Police Chiefs and Sheriff's Association**

- 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

**ESF#14 – Community Recovery, Mitigation, and Economic Stabilization**

**ESF Coordinator: Polk County Emergency Management Commission**

- 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

**ESF#15 – Emergency Public Information (and External Communications)**

**ESF Coordinator: Metro Media Council**

- Emergency public information and protection action guidance
- Media and community relations
- Liaison with elected officials (local, state, and federal)

## **8.3 Support Annexes**

The Support Annexes describe common processes and specific administrative requirements such as worker safety and health and financial management.

## **Summary**

It is hoped that this public version plan will provide the reader with an understanding of Polk County Emergency Management Agency and participating agencies' roles in the event of an incident.

The processes and agency roles and responsibilities specified may change without notice contingent upon the magnitude of the emergency or catastrophic event, as well as the actual availability of emergency response and emergency support personnel.

The Comprehensive Emergency Plan Public Version was developed for public distribution and excludes specific information that is protected from disclosure under the Freedom of Information Act (FOIA) and similar State and local disclosure laws, and from use in civil litigation and regulatory actions.

Access to the full plan is restricted to Comprehensive Emergency Plan emergency first responders and contains Security Sensitive Information that is For Official Use Only.