

**POTTAWATTAMIE COUNTY
MULTI-HAZARD EMERGENCY
OPERATIONS PLAN (EOP)**

BASIC PLAN

I. PURPOSE

- A. This Plan predetermines, to the extent possible, actions to be taken by responsible elements of Pottawattamie County government, its supporting municipalities, and by other cooperating public, private, or volunteer organizations to:
1. Prevent avoidable disasters;
 2. Reduce the vulnerability of Pottawattamie County residents to any disasters that may strike;
 3. Establish capabilities for protecting citizens from the effects of disasters;
 4. Respond effectively to the actual occurrence of disasters;
 5. Enhance Homeland Security;
 6. Provide for the recovery in the aftermath of any emergency involving extensive damage or other detrimental effect on normal life within the community.
- B. This Plan consists of the **Basic Plan** and its **Functional Annexes**. The basic plan provides an overview of the concept of emergency management within Pottawattamie County. The functional annexes focus on operations, such as damage assessment, and clarify roles and responsibilities for each function. Some annexes may include one or more addendums in the form of attachments. Several annexes, such as "Hazardous Materials Response", and "Terrorism Response" are published under separate cover as hazard-specific annexes. The basic plan with its various annexes is a systemic whole.

II. AUTHORITY

Authority for this Plan is contained in:

- A. Robert Stafford Act
- B. Public Law 93-288 (Disaster Relief Act of 1974) as amended by 1988 PL 100-707 and Robert Stafford Disaster Relief Act
- C. Homeland Security Presidential Directive/Hspd-5, February 28, 2003

- D. Homeland Security Presidential Directive/Hspd-7, December 17, 2003
- E. Homeland Security Presidential Directive/Hspd-8, December 17, 2003
- F. Chapter 29C, Iowa Code
- G. Chapter 30, Iowa Code
- H. Public Law 99.499 Emergency Planning and Community Right-to-Know Act of 1986 (EPCRA)
- I. Iowa Administrative Rules, Chapter 607

III. SITUATION AND ASSUMPTIONS

A. HAZARD IDENTIFICATION AND ANALYSIS

- 1. Pottawattamie County, with a residential population of approximately 88,000 persons, is vulnerable to many hazards, all of which have the potential to disrupt the community, create widespread damage, and cause injury or death to the citizens of the county. Pottawattamie County has a higher risk factor for man-made and natural disasters than almost any other Iowa county. Consider this. Pottawattamie County is:
 - a. #1 in the number of interstate highway miles (nearly 100 miles)
 - b. #2 in area (959 square miles)
 - c. #8 in population (approximately 88,000)
 - d. #1 in aircraft approaches and takeoffs (virtually all departures and arrivals from and to Eppley Airfield in Omaha pass over the county, many over densely populated areas of Council Bluffs.
 - e. #1 in miles of underground pipelines
 - f. #1 in miles of county roads and highways
- 2. Plus:
 - a. The entire western borderline of the county is the Missouri River, upon which two riverboat gaming establishments, with combined populations of up to 7,000 people, were established in 1996.
 - b. The Northwest sector of the county lies within the Fort Calhoun Nuclear Power Station Emergency Planning Zone.
 - c. The county is only a few air miles from one of the most important joint U.S. military installations in the world.

3. Our **hazards** include natural, man-made, and civil related incidents as follows:

a. **Natural**

- 1) Thunderstorm
- 2) Tornado (Damaging tornadoes in 1988, 1989, 1991, 1996, 1998, 1999, and 2004)
- 3) Winter Storm/Blizzards (Presidential Disaster Declaration in 1997)
- 4) Floods (Presidential Disaster Declarations in 1990, 1993, and 1996, 1998, 1999, and 2004)

b. **Man-made**

- 1) Fixed Industrial Facilities
- 2) Hazardous Materials Facilities (70-80 reporting)
- 3) Extremely Hazardous Material Facilities (25-30)
- 4) Industrial Accident/Explosion
- 5) Fort Calhoun Nuclear Power Station

c. **Transportation**

- 1) Road
Increased traffic on I-80, I-680, I-29 and US and State Highways 6, 59 & 92.

Increased HAZMAT traffic
- 2) Railroad
Increased interstate traffic due to the recent local railroad mergers
- 3) Aviation Accident
The growth rate of air traffic at Eppley Airfield continues.

d. **Agriculture**

CO-OPs and farm service distribution businesses maintain large quantities of fertilizers, chemicals, and pesticides.

e. **Terrorism**

Potential for terrorism increases. Terrorism may take the form of **Weapons of Mass Destruction (WMD) - BNICE** (Biological, Nuclear, Incendiary, Chemical, Explosives). As a result of the September 11, 2001 terrorist attack on the World Trade Center in New York City, additional resources for first responders' planning and training may be required to meet the increased need. Potential targets are corporate business sites or headquarters, manufacturing or industrial facilities, as well as local, county, and State or Federal facilities.

B. **GENERAL IMPACTS**

1. The Pottawattamie County Hazard Analysis (on file in the Emergency Management Agency) includes probability ratings and vulnerability assessments for hazards that could affect the county. Maps that identify high hazard areas for specific hazards are available in the county Emergency Operations Center (EOC). High hazard maps identify routes for primary and alternate evacuation of risk areas as established, location of shelter for the public, and location of primary and alternate EOC.
2. It is possible for a major disaster to occur at any time, and at any place in the county. Such a disaster could result in millions of dollars of damage, hundreds of deaths or casualties, and the need for crisis relocation of thousands of residents. In some cases, dissemination of warning and increased preparedness measures may be possible. However, many disaster events can, and will, occur with little or no warning.

C. **CAPABILITIES**

1. Pottawattamie County and its various incorporated jurisdictions have significant emergency response resources and capabilities, to include five law enforcement agencies, fifteen fire departments and fifteen volunteer service ambulances. Mercy and Jennie Edmundson Hospitals provide emergency services on a day-to-day basis. Effective use of these emergency resources and other governmental and private resources during and after disaster will minimize the effects of disaster on people and property. The Pottawattamie County Capability Assessment for Readiness (CAR), on file in the EOC, provides a definitive description of existing capabilities.
2. Implementation of this Plan will mitigate the loss of life and damage to property. Key officials within Pottawattamie County know the probability of an emergency or major disaster here, and are prepared to fulfill their responsibilities in the execution of this Plan.

D. RESOURCES

1. Additional resources from outside of the county will be available in most major disaster situations affecting Pottawattamie County. However, even though this Plan will define procedures for coordinating such assistance, it is essential for Pottawattamie County to be prepared to initiate disaster response and short-term recovery actions on an independent basis.
2. Since Pottawattamie County is part of the Omaha Metropolitan Area, this plan complements, in as far as possible, metropolitan area response plans. These plans are on file in the Pottawattamie County Emergency Management Agency. They include plans as follows:
 - a. **Omaha/Council Bluffs Sub-area Contingency Plan (O/CB SACP)**, a metropolitan area response plan for catastrophic hazardous material release.
 - b. **Omaha Metropolitan Medical Response System (OMMRS) Component Plans** for managing the consequences of Weapons of Mass Destruction (WMD).
3. For additional information on internal and external resources see Annex F, Fire Service; Annex G, Health and Medical; Annex H, Law Enforcement; Annex M, Resource Management; Annex P, Hazardous Materials; Annex Q, Aviation Disaster; and Annex R, Terrorism.

IV. CONCEPT OF OPERATIONS

A. GENERAL

It is the responsibility of the governments of Pottawattamie County and its communities to protect life and property from the effects of hazardous events. This Plan is based on the concept that emergency functions for various agencies and organizations involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required to complete day-to-day functions will be redirected to accomplish the emergency tasks assigned. This Plan is concerned with all types of emergency situations (multi-hazard) that may affect Pottawattamie County.

B. CONTINUITY OF GOVERNMENT

1. The lines of succession for executive heads of government in Pottawattamie County are defined in Annex A, Direction and Control.

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

C. PRESERVATION OF RECORDS

The preservation of important records and the taking of measures to ensure continued operations and reconstitution, if necessary, of local government during and after catastrophic disasters or national security emergencies is the responsibility of the executives of each jurisdiction. Normally, the development and maintenance of procedures for ensuring continuity of government will be carried out for Pottawattamie County by the County Recorder and the County Director of Information Services, and for other local jurisdictions by the respective city clerks. Records to be preserved should include as a minimum:

1. records required to protect the rights and interest of individuals,
2. records required by health, fire, law enforcement, and public works to conduct emergency operations,
3. records required to reestablish normal government functions and to protect the rights and interests of government.

D. ALTERNATE OPERATING LOCATIONS

Those government departments having emergency response functions have, where possible, identified alternate operating locations. Refer to the appropriate Annex for specific information.

E. PROTECTION OF GOVERNMENT RESOURCES

Procedures and guidelines are established in this Plan, and separately, to provide for the physical safety of government personnel, records, and equipment.

1. Personnel.

Government buildings shall have tornado and fire plans, which designate appropriate actions and protective shelter locations including provisions for handicapped persons.
2. Records.

Essential county government records are stored in a vault in the County Courthouse.
3. Equipment. Electromagnetic Pulse (EMP) generated by a nuclear attack could adversely affect electronic equipment. EMP protection should be provided where needed.

F. COMMAND AND CONTROL RELATIONSHIPS

1. During disaster operations, coordination and control of community emergency response will be exercised by the principal executive officer(s) of the political subdivision concerned. The Board of Supervisors will operate from the County Emergency Operations Center (EOC) providing overall direction and control of the many emergency functions. The chief executive(s) of other communities will function from their local emergency operating centers.
2. Each office, agency, or organization assigned primary or supporting responsibilities under this emergency plan will assign a key representative or liaison officer to the EOC staff. The EOC thus becomes the central point for coordination and supervision of all emergency operations. The Pottawattamie County Emergency Management Coordinator is responsible for coordinating the operational readiness of the EOC and alternate EOC.
4. Primary command and control communications will be through normal systems. Supporting emergency communications facilities will be coordinated from the EOC and the joint 911 Communications Center. Communications available to executives and the EOC Staff are outlined in Annex B, Communications and Warning.

G. NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

Pottawattamie County and its communities will utilize the processes, protocols and procedures prescribed in NIMS. The NIMS standardizes incident management for all hazards, regardless of scale or capability of the incident, across all levels of government. The NIMS structure is based on the Incident Command System (ICS) and the Unified Command System (UCS) for command and management of emergency responses.

H. NOTIFICATION

Initial notification of an emergency or disaster event occurring within the County would normally come via citizen report to 911, law enforcement, or fire services in the affected area. Notification of events occurring outside of the County which could affect the county could come from several sources, such as:

1. National Weather Service (NWS).

Weather phenomena threatening Pottawattamie County would normally be received from the National Weather Service through direct radio communications with Public Safety, 911 Communications.

2. Highway Patrol.

Notification of hazardous events occurring near or in the County could come from the Iowa State Patrol, the Iowa Warning System (IAWAS), or via direct radio communications (see Annex B for communications details).

3. Iowa Homeland Security Emergency Management Division (HLSEMD).

Back-up notification of severe events could come from HLSEMD in Des Moines. Normal mode would be public service telephone. Long range forecasts of potential disaster situations, such as flood stage predictions, will also be provided by the HLSEMD.

4. Adjacent counties.

Notification of emergency or disaster events occurring in nearby or adjacent counties would normally be relayed by the affected county using direct radio communications.

I. ALERTING OF KEY PEOPLE

Upon notification of a possible or actual emergency or disaster event, the 911 dispatcher on duty will notify appropriate key city and county officials in accordance with Annex B of this Plan. If the EOC is activated, key officials will assemble at the EOC, and be prepared to evaluate information, effect coordination, and make emergency action decisions.

J. PLAN IMPLEMENTATION

The decision to implement all or portions of this Plan will normally be made by the executive heads of the affected local governments on the advice of the County Emergency Management Coordinator. Upon implementation, local executives will assume such emergency powers as are authorized by local ordinances or contained in the Iowa Code and delegated by the Governor. The County Board of Supervisors and/or the Mayors of the affected communities will take charge of all operations.

1. Dependent on the situation, disaster or emergency declarations should be made by the principal executive officers of the County and the affected communities (see Annex A, Attachment 5). The effect of a declaration of a local disaster or emergency shall be to activate the response and recovery aspects of this Plan and any other inter-jurisdictional disaster plans, and to authorize the use of emergency resources.
2. County and city officials will immediately activate their portions of the Plan. If a portion of the Plan cannot be activated, the County Board of Supervisors or the Mayor will be immediately notified so that alternate arrangements can be made, if necessary.

3. The County Emergency Management Coordinator will coordinate operational support for emergency response services. The Coordinator will ensure notification of the EOC Staff and the head of every agency having a response role. The Coordinator will also activate the Emergency Operations Center, and make contact with the Iowa HLSEMD and other appropriate organizations.

K. MUTUAL AID

During disaster operations when existing local resources are exhausted, assistance will be requested from neighboring communities/political subdivisions with which mutual aid agreements have been established. Upon request, Pottawattamie County resources may be sent to assist other jurisdictions.

L. REQUESTS FOR STATE SUPPORT

State support may be requested under disaster emergency conditions proclaimed by the Governor.

1. If it appears that required disaster response actions are, or will be, beyond the capability of the local government and available mutual aid, the principal executive officer may request assistance from the state. This request shall be made through the County Emergency Management Coordinator to the Iowa HLSEMD IEMD and should contain the following information:
 - a. type of disaster,
 - b. extent of damage,
 - c. actions taken by local government, including funds expended,
 - d. type and extent of assistance required.
2. The Iowa HLSEMD will review the request, evaluate the overall disaster situation, and recommend action to the Governor. If the Governor finds the disaster is of such severity that response is beyond local resources, he/she will proclaim a disaster emergency, and state assets will be employed to support local efforts. State support will be coordinated through the County EOC with the State EOC.

M. **PROTECTION OF THE PUBLIC**

One of the primary responsibilities of government is to ensure that all possible measures are taken to protect its citizens in the event of potential or actual disaster. This Plan outlines the actions necessary in the County. In addition to normal emergency services, there are four major areas for government action.

1. Warning.
See Annex B.
2. Emergency Public Information.
See Annex D.
3. Protective Shelter.
See Annex J.
4. Evacuation.
See Annex E.

N. **RECOVERY ACTION**

Once the emergency or disaster is under control, search and rescue operations are complete, and the immediate needs of the affected citizens have been met, the executive staff will initiate recovery actions necessary to return the affected area to normal status as follows:

1. The Pottawattamie County Emergency Management Commission will constitute a Recovery Task Force (RTF) for the purpose of coordinating actions in planning and implementing disaster recovery and reconstruction activities per part C of the Comprehensive Countywide Emergency Operations Plan. Part C is entitled "**Pottawattamie County Disaster Recovery Plan**".
2. The County Disaster Recovery Plan will serve as the authority for the countywide disaster recovery process. The County Disaster Recovery Plan will be approved and enacted by County Resolution.

V. ORGANIZATION AND RESPONSIBILITIES

A. LOCAL GOVERNMENT STRUCTURE

1. The primary responsibility for the safety and welfare of the residents of Pottawattamie County and its communities rests with the respective governments. To fulfill this responsibility, the various local governments must individually, and where possible, jointly implement plans to insure proper emergency actions are taken in a timely manner and provide care and support for those citizens affected.
2. The affairs of Pottawattamie County are managed by a five-member elected Board of Supervisors. Their authority extends to all unincorporated areas of the county.
3. Council Bluffs is the county seat and functions under the Mayor/Council Members. Day-to-day affairs of the city are under the direction of the Mayor.
4. The other communities in the county also use the Mayor/Council form of government. The Councils consist of the Council President and five Council Members.
5. The Pottawattamie **County Emergency Management Coordinator, appointed by the Pottawattamie County Emergency Management Commission**, will act as a disaster advisor to the County Board of Supervisors. The Coordinator will also assist and support the communities with emergency management activities respective to each community. Emergency operations will be conducted by local forces, supplemented as necessary by trained auxiliaries, manpower and resources available. In general, **the Pottawattamie County Emergency Management Coordinator:**
 - a. serves as a hazard mitigation, emergency preparedness, and emergency response and recovery advisor to the Board of Supervisors and to the Emergency Management Commission;
 - b. provides for the development of plans, prepares guidance, and coordinates actions to accomplish an effective emergency management operating system;
 - c. promulgates a program promoting a general public awareness of emergency management;
 - d. implements procedures to obtain state and federal government programs of financial and resource assistance;
 - e. establishes programs to protect lives and property, and sustain survivors in the event of disaster;

- f. since September 11, 2001, acts as the local Homeland Security Advisor in coordination with the State of Iowa Homeland Security Advisor.

B. RESPONSIBILITIES

Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining procedures for meeting its emergency responsibilities. This Plan has been broken into fifteen primary functional areas of responsibility (detailed in Annexes), which define the tasks that should be accomplished to insure public safety and welfare. Additional functions, such as continuity of government, reporting, and administration and logistics which do not warrant a full Annex are also addressed at the appropriate place in this Plan. Primary and supporting responsibility has been assigned as shown in the functional responsibility chart at Annex A. Detailed tasks are covered in the annexes. Responsibilities for certain organizations that are not part of local government are also presented in the annexes. Finally, the four hazard specific annexes published separately are of interest to all governmental, private and volunteer organizations.

VI. ADMINISTRATION AND LOGISTICS

A. DOCUMENTATION

All disaster related expenditures will be documented using generally accepted accounting procedures. The documentation may be used following a Governor's Proclamation or Presidential declaration to qualify for reimbursement of eligible expenditures and to ensure compliance with applicable regulations. See Annex M, Resource Management.

B. RESOURCES

1. Following initial lifesaving activities, the Board of Supervisors and the chief executives of the communities will ensure that all necessary supplies and resources are procured for the various operating departments.
2. The storage, maintenance and replenishment/replacement of equipment is the responsibility of the respective organization or department in the public or private sector.

C. TRAINING

Departments, agencies, and private organizations are responsible for training the response staff personnel and volunteer augmentees to perform emergency response functions.

VII. PLAN DEVELOPMENT AND MAINTENANCE

A. RESPONSIBILITY

This plan is the principal source of documentation of the County’s emergency operation activities. Almost every agency of government has responsibility for developing and maintaining some part of this Plan. Overall, coordination of this process will be carried out by the County Emergency Management Coordinator. Major changes involving emergency management policy will be approved by the chief executives. Routine changes such as corrections, updated staffing lists, telephone lists, map annotations, and reporting requirements may be approved by the Pottawattamie County Emergency Management Coordinator.

B. PROCEDURES

Each agency, department, or organization with responsibilities under this Plan should develop and maintain written procedures for carrying out their assigned tasks. This includes internal notification recall rosters and a designated internal communication system. Standing Operational Guidelines (SOG) are to contain specific emergency authorities that may be assumed by a designated successor during emergency situation. The SOG’s will also identify circumstances under which successor emergency authority is effective and terminated.

C. REVIEW

This Plan, its Annexes, and emergency procedures will be updated as the need for a change becomes apparent. All portions of the Plan, including operating procedures, will be thoroughly reviewed annually, and appropriate changes made. Those portions of the plan actually implemented in an emergency event shall be reviewed to determine if revisions should be made that would improve disaster response and recovery.

D. DISTRIBUTION

This Plan and formal changes thereto will be distributed on the local level to affected county and community agencies. The County Emergency Management Coordinator shall maintain the distribution list for this plan.

VIII. REFERENCES

Annex A	Command and Control
Annex B	Communications and Warning
Annex C	Damage Assessment
Annex D	Emergency Public Information
Annex E	Evacuation

Annex F	Fire Service
Annex G	Health and Medical
Annex H	Law Enforcement
Annex I	Mass Care
Annex J	Protective shelter
Annex K	Public Works/Utilities
Annex L	Radiological Protection
Annex M	Resource Management
Annex N	Human Services
Annex O	Search and Rescue
*Annex P	Hazardous Materials Response
*Annex Q	Terrorism Response
*Annex R	Aviation Disaster Response
*Annex S	Mass Fatality Incident Response
*(Hazard-specific annexes published separately)	

Glossary of Terms

Armed Violence – a hazard classification that encompasses civil disturbance, terrorism, and military conflict.

Capability Assessment – an evaluation of the ability of the jurisdiction to effectively utilize the emergency management resources present. A part of the capability of a community could be an organized police and fire department and the training and talent of the personnel.

Disaster/Emergency – an event that causes or threatens to cause loss of life, human suffering, public and private property damage, and economic and social disruption. Disasters and emergencies require guidance and resources that are beyond the scope of local agencies in routing responses to day-to-day emergencies and accidents, and may be of such magnitude or unusual circumstances as to require response by several or all levels of government; federal, state, and local.

Electromagnetic Pulse (EMP) – the release of electromagnetic radiation as a result of the detonation of a nuclear device. The radiation interacts with the earth’s atmosphere, producing

electrons, which subsequently generate electromagnetic waves, which severely affects electrical power and radios frequencies.

Emergency Operations Center (EOC) – a facility in which command and control functions are carried out during times of emergency or disaster. See Annex A.

Governor’s Proclamation – State of Disaster Emergency: the Governor has found that a disaster has occurred or that the occurrence or threat thereof is imminent with the state or any part thereof, and he/she has activated the disaster response and recovery aspect of state, local, and interjurisdictional organizations for the purpose of aiding the affected individuals and local governments.

Hazard – a potential natural or technological force or event that could cause damage to life, property or environment or create a disaster.

Hazard Analysis – the name of a process for determining the emergency management needs of a jurisdiction. It is a series of steps or activities, which include the concepts of Hazard Identification, Vulnerability Analysis and Risk Analysis. The hazard analysis identifies potential hazards, estimates how serious the hazards are and establishes planning priorities. It provides a factual basis for planning and the necessary documentation for planning and response efforts.

Hazard Identification – the process of deciding which hazards have the potential of affecting your jurisdiction.

Implementation of the Plan – to put the plan into effect by testing and updating the plan and integrating it into the overall preparedness of the jurisdiction. The Emergency Management Coordinator may take the lead in implementing the plan.

Mutual Aid Agreement – a formal, written agreement between organizations, either public or private, for reciprocal aid and assistance in case of disaster too great to be dealt with unassisted or when local resources are inadequate or exhausted.

National Security – events which include large scale natural disasters, technological disasters or terrorism, nuclear attack, biological warfare or conventional warfare that threaten the stability and security of the nation.

Technological Disaster – loss of life-lines that people depend upon such as electricity, natural gas, and transportation, or accidental release of chemical, biological or nuclear substances.

Vulnerability – susceptibility of life, property, and environment to injury or damage. If people or structures can be damaged by a hazard’s impact, they are vulnerable.

Risk Probability – the likelihood that the potential hazard will occur.