
Emergency Operations Plan (Part A)

Basic Plan



Mills County Emergency Management Agency
Mills County Courthouse
418 Sharp Street
Glenwood, Iowa 51534

Adopted July 29, 2010
Updated May 27, 2015

by the Mills County
Emergency Management Commission

STATEMENT OF ADOPTION

Originally Adopted July 29, 2010

Update Approved May 27, 2015

The Mills County Emergency Operations Plan (Part A), inclusive of all applicable Emergency Support Functions (ESFs), attachments, and ESF Reference Documents is hereby adopted by the Mills County Emergency Management Commission.


Richard Crouch, Chairperson
Mills County Emergency Management Commission


Larry Hurst, Director
Mills County Emergency Management Agency

JUN 2 2015



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I. INTRODUCTION

The Mills County Emergency Operations Plan (EOP) is Part A of a three part planning system which provides the foundation for the Mills County Comprehensive Emergency Management Program. The three part planning component consists of:

- Part A – Emergency Operations Plan
- Part B – Pre-Disaster Hazard Mitigation Plan
- Part C – Disaster Recovery Plan

This system is the backbone for all disaster and emergency preparedness, response, recovery, and mitigation operations conducted within Mills County, Iowa. Iowa state law requires the Mills County Emergency Management Commission to develop this plan and update it on a periodic basis.

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

The EOP itself is divided into four basic components, which include:

1. Basic Plan
2. Emergency Support Function (ESF) Annexes
3. Support Annexes / ESF Attachments
4. ESF Reference Documents (Found after the Basic Plan)

II. PURPOSE

The purpose of the EOP is to establish a comprehensive countywide, all-hazards approach to incident management across a spectrum of activities including preparedness, response, recovery, and mitigation. The EOP provides a framework for municipal and county governments, nongovernment organizations, and the private sector interaction to:

- A. Reduce the loss of life and property of 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 Mills 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.

III. SCOPE

The EOP covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies. The EOP establishes interagency and multi-jurisdictional mechanisms for coordination of emergency incidents given the following factors:

- A. **Geographic.** The EOP covers the entire 436 square miles of Mills County, Iowa to include all incorporated as well as unincorporated urban and rural portions of the county.
- B. **Demographic.** The EOP accounts for the 15,059 residents of Mills County (2010 estimate).

- C. **Levels of government.** The EOP provides mechanisms for vertical and horizontal coordination, communication, and information sharing activities within and among the 7 municipal governments, 13 townships, and the County of Mills. The Plan also provides direction on the interface with state and federal governments.
- D. **Disaster life cycle.** The EOP, especially when partnered with planning parts b and c, is comprehensive with regards to the full life-cycle of emergency and disaster management: preparedness, response, recovery, and mitigation. The EOP is also extremely helpful in facilitating the preparedness efforts of planned events such as mass gatherings and high profile proceedings.
- E. **Hazards.** The EOP is an all-hazards approach and is applicable regardless of the cause, size, or complexity of the hazard(s) involved. Hazard-specific information is available through the companion document titled *Mills County Multi-Jurisdictional Pre-Disaster Mitigation Plan (Part B)* which includes a full hazard analysis and risk assessment.
- F. **Severity.** The EOP is utilized for a wide-range of incidents with respect to their severity. Portions of the plan are implemented daily for small-scale incidents occurring throughout Mills County yet the plan is flexible enough to coordinate activities during large-scale incidents.
- G. **Functions.** Previous iterations of this plan have been based on specific disciplines which exist in Mills County. The current approach is based on core functions with the understanding that several disciplines often work collaboratively to carry out a specific function. The EOP includes fifteen (15) emergency support functions (ESFs) and is further described later in this EOP in the section titled *Emergency Support Function Introduction*.

IV. AUTHORITIES

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

V. PLAN DEVELOPMENT AND MAINTENANCE

- A. **Responsibility.** The EOP 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. Overall coordination of the planning process, initial plan adoption, and approval of revisions are the statutory responsibilities of the Mills County Emergency Management Commission.
- B. **Procedures.** Each department, agency, or organization with responsibility under this plan shall develop and maintain written procedures for carrying out their assigned tasks.
- C. **Review.** Needed changes to the EOP, any Annexes or supporting documents will be reported to the Mills County Emergency Management Agency (MCEMA) within a reasonable timeframe upon their discovery by any involved entity. MCEMA will coordinate with entities involved to address the required revision and present the amended portion to the Commission for adoption. **The EOP will be reviewed regularly and amended as appropriate in**

accordance with a five-year schedule established by the Commission, to include at a minimum:

1. A complete review and amendment (as appropriate) of the EOP shall be conducted every five years.
2. A review and amendment (as appropriate) of *ESF# 10: Hazardous Materials* and 20% of the remaining annexes or portions of the plan shall be conducted on a yearly basis.
3. The EOP must also be reviewed and amended (as appropriate) within 180 days of the formal closing of the disaster incident period for a presidential declaration for major disaster.

D. Distribution.

1. A printed copy of the portions of the plan that are reviewed, regardless of amendment, must be certified by the Commission and submitted to the Iowa Homeland Security and Emergency Management Division (HSEMD) for approval. To be certified, the plan must be adopted by the Commission and attested to by the Chairperson and the Emergency Management Coordinator.
2. Any amended portions of the plan shall be provided to each jurisdiction represented on the Commission in either hardcopy or electronic format.

VI. GENERAL ASSUMPTIONS AND PLANNING FACTORS

- A. 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.
- B. It is possible for an emergency incident to occur at any time, and at any location(s) in Mills County and it may occur without warning.
- C. Incidents are typically managed at the lowest possible geographic, organizational and jurisdictional level, but may involve multiple geographic areas.
- D. Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).
- E. 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.
- F. Incidents often attract a sizeable influx of independent, spontaneous volunteers and supplies.
- G. Complex incidents require prolonged, sustained incident management operations and support activities.
- H. The Countywide EOP will supersede individual jurisdictional emergency plans when multiple jurisdictions are involved or if there is conflicting direction either between jurisdictional emergency plans or with the jurisdictional emergency plan and the EOP.

- I. Assistance from state, federal, or other outside entities will be available in most disaster situations but it is essential for Mills County to be prepared to carry out short-term response and recovery efforts in the absence of outside assistance.
- J. All requests for state or federal assistance ***shall come*** from Mills County EMA, the Mills County EOC (MCEOC), or their designee to the State of Iowa Emergency Operations Center (SEOC). Requests coming to the state from other entities will be redirected to the Mills County EMA by state operations officers and may delay the potential fulfillment of the request.

VII. ACTIVATION

ACTIVATION LEVEL	GENERALIZED DESCRIPTION OF LEVELS/ACTIVITIES	
1	Normal	Existing resources and capabilities are not necessarily coordinated outside of their own jurisdiction or outside of their immediate discipline. Normal administrative, planning, training, and exercise activities are scheduled and carried out.
2	Limited	Request of limited coordination by available EMA staff for a single jurisdiction or single discipline. This is done from the incident scene, command post, or agency administrative offices. Select procedures and portions of the EOP are utilized as needed.
3	Partial	Activities include the activation of select ESFs primary and support entities are notified to support incident activities and staff the EOC. EOC may be activated but 24-hour staffing is unlikely. EOP Base plan concepts and select ESFs are implemented. Activities may include integration of IMAC or state resources.
4	Full	In a full-scale activation, all ESF primary and support entities are notified and the EOC is fully staffed for 24-hour coverage. Local capabilities are largely depleted or inadequate to respond to the wide geographic dispersion or complexity of the incident. Activities include the coordination of local resources and the integration of state and/or federal resources into local response priorities.

VIII. CONCEPT OF OPERATIONS

On 28 February 2003, Homeland Security Presidential Directive 5 tasked the United States 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 for multiple jurisdictions to operate within a common incident management system and use the same terminology, as well as work cooperatively with each other.

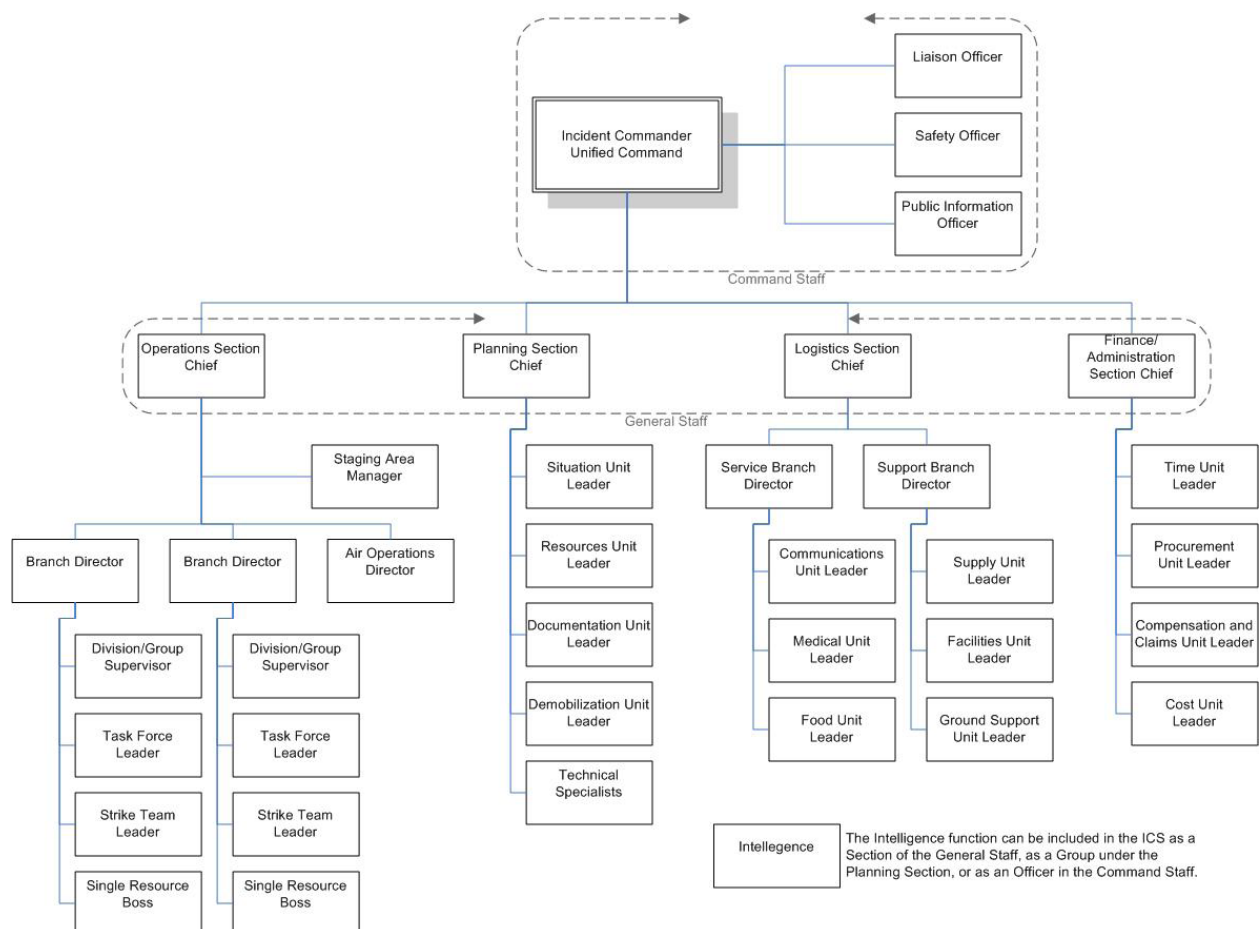
A. Command and Management

1. The Incident Command System

The EOP and all of its components will be implemented through the Incident Command System (ICS) and the incorporated measurable objectives identified in the Incident Action Plan. ICS provides the functional structure for actively managing any type of incident regardless of cause, size, or complexity. All personnel with responsibilities in the EOP will be proficient with the ICS concepts and principles. Outside assistance is available to local response and support personnel to implement ICS through regional partners that sponsor an Incident Management Assistance Team (IMAT) or more complex and large organizational structures by use of the Iowa (Type III) All-Hazards Incident Management Team.

The Incident Command System is primarily an on-scene management system which has authority to make operational and tactical decisions, directing all field personnel and resources.

Figure B-1: Sample (Full) Incident Command System Structure



2. Multi-agency Coordination Systems

The successful coordination between multiple jurisdictions is dependent on strong management components and organizational structure. A multi-agency coordination (MAC) 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.

a. Emergency Operations Center:

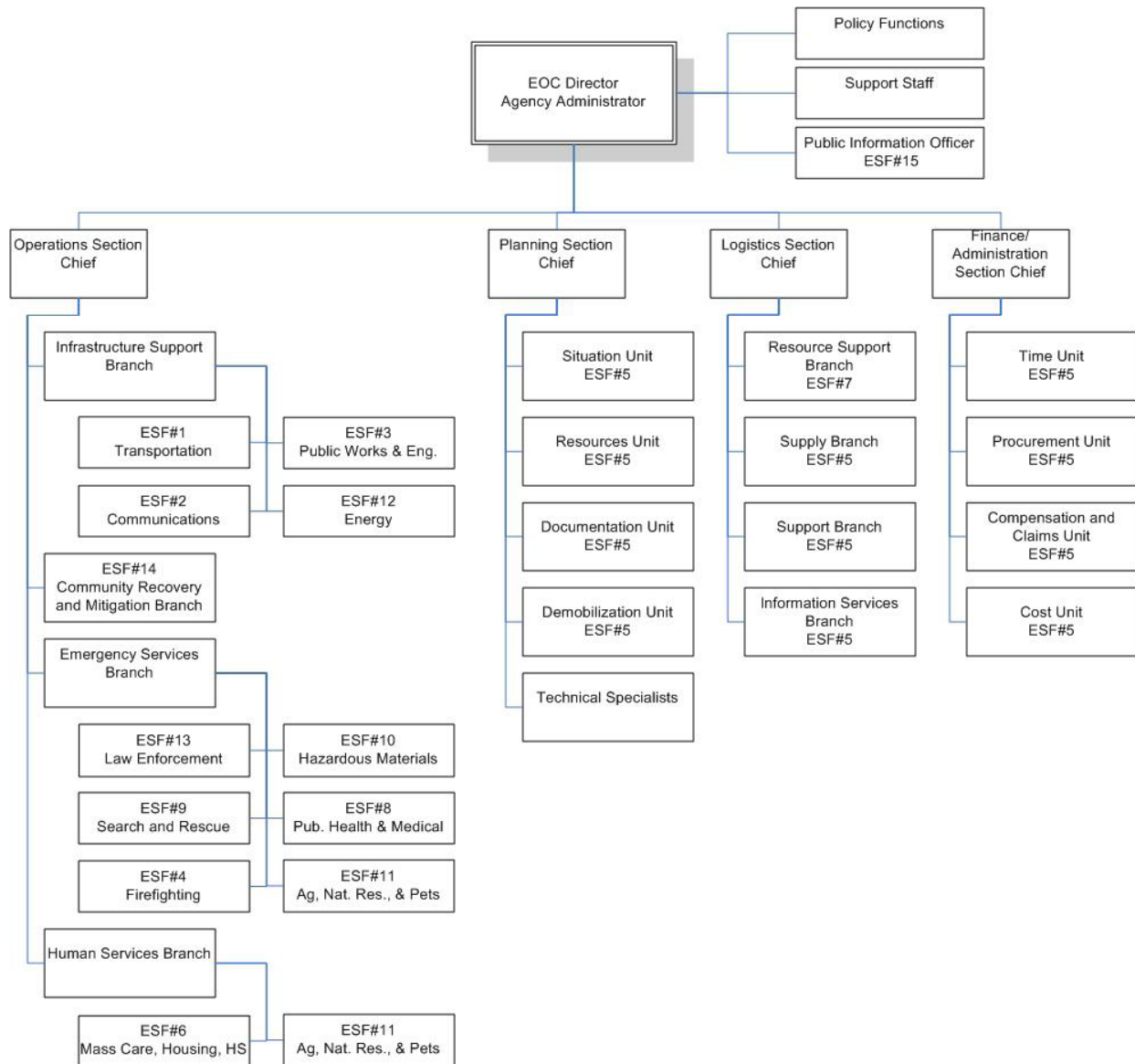
When incidents cross disciplinary or jurisdictional boundaries or involve complex incident management scenarios, a multi-agency coordination entity such as the EMA should be used to facilitate incident management and policy coordination. A comprehensively-staffed emergency operations center (EOC) is 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.

Mills County has a dedicated EOC. This facility is located in the lower level at the Mills County Courthouse, 418 Sharp Street, Glenwood. 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 does not have a tactical focus. The EOC focuses on the “big picture.” It has responsibility for:

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

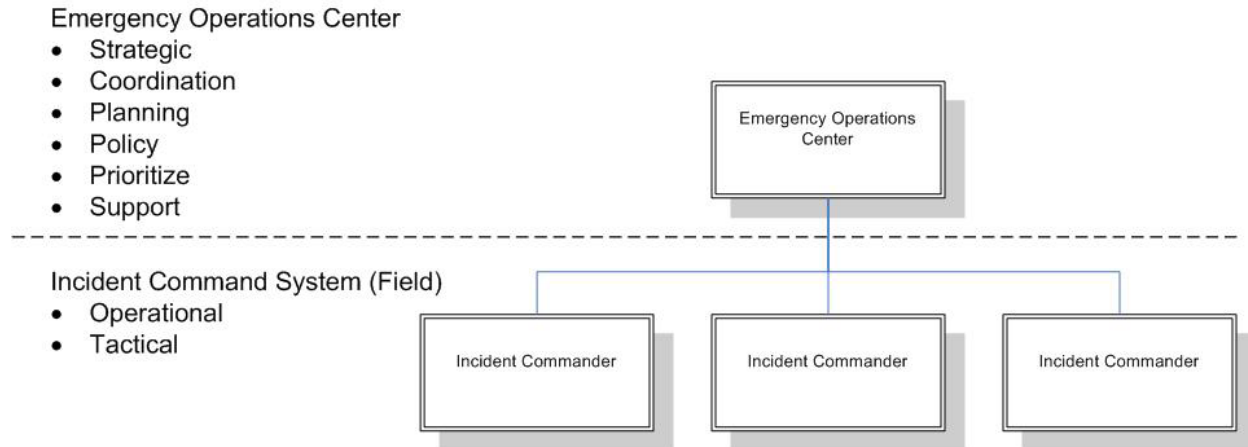
The EOC is both people and a facility and is usually led by the Emergency Management Coordinator. Department heads of county / city appropriate agencies and other decision-makers to include the private sector, non-governmental organizations (NGOs) such as utilities, the American Red Cross, hospitals, the Salvation Army, and the United Way are typically 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 B-2: Emergency Operations Center Sample Organizational Chart



3. ICS/EOC Interface

During single-incident, single-jurisdiction emergency, staff members at the field operations level are capable of addressing the incident. However, as an emergency escalates to a multi-incident, multi-jurisdictional 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; interpret or clarify policy issues, prioritize resource allocation, and provide support to field personnel requested through the ICS.

4. Public Information Systems

a. 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 creates and is based on unified protocols and procedures for communicating timely and accurate information to the public during crises or emergency situations.

b. 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. Involved entities shall coordinate and collaborate to the highest extent possible to avoid duplication of effort, prevent the creation of conflicting information deliveries, and provide a dependable trusted source of information to the media. ESF#15: Public Information provides more detail on this function.

B. Preparedness**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.

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

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. Regular training creates an opportunity to refresh perishable skills. This training should include pre-identified scheduled courses (didactic and tactical) as well as “just-in-time” training in order to successfully fulfill specific mission assignments.

3. Exercises

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

4. Personnel Qualifications and Certification

Common training, qualifications, and certification for certain roles within NIMS and the EOP will assist responders in fulfilling their appropriate roles and responsibilities and allow for consistent performance regardless of the discipline or jurisdiction.

5. Equipment Acquisition and Certification

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

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. Mutual aid agreements exist in Mills County among several response disciplines and functional areas. These are further addressed in specific ESFs. In addition to local mutual aid agreements (often times referred to as 28E agreements in reference to the Code of Iowa Chapter enabling such agreements), county government and all subordinate political subdivisions are members of the Iowa Mutual Aid Assistance Compact (IMAC), and the State of Iowa is a signee to the Emergency Management Assistance Compact (EMAC) that

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

7. Publications Management

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

C. Resource Management

NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident. Accurate and timely reports from the Situation Unit (Planning Section) along with information provided by the Logistics Section will allow for more effective and efficient management of resources used in an incident.

D. Communications and Information Management

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. An incident-specific communications plan (ICS Form 205) assists in this area along with ESF#2: Communications. 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. 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. Interoperable communications hardware is scarce in the jurisdiction and assistance from regional or state partners with available interoperability equipment should be encouraged and planned for.

2. Information Management

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

E. Supporting Technologies

The NIMS allows for the creation and advancement of supporting technology that provide capabilities essential for implementation and refinement.

F. On-going Management and Maintenance

This component establishes an activity to provide strategic direction for and oversight of the NIMS, supporting both routine review and continuous refinement of the system and its components over the long-term. Involved personnel shall provide any feedback to the Mills County EMA so that the appropriate revisions can be made to the plan, training, exercises, procedures, systems, or documents.

IX. EOP PLAN STRUCTURE

A. Base Plan

The Base Plan outlines the basic concepts, roles, responsibilities, processes, and coordinating structures for managing emergency incidents. It includes functional annexes, support annexes, and incident specific annexes.

B. Emergency Support Function Annexes (ESFs)

Emergency Support Functions (ESFs) are the primary means through which assistance is provided. ESFs were established as an effective mechanism to group capabilities and resources into the functions that are most likely needed during actual or potential incidents. ESFs may be selectively activated based on their need. They provide a modular structure to identify the precise components that can best address the requirements of the incident. For example, a large-scale natural disaster or terrorist incident may require the activation of all ESFs. A localized incident may only require activation of a few ESFs. The following table provides a brief description of each ESF and identifies the primary agency designated to coordinate that function when activated. More detail on the concept of ESFs can be found in *Emergency Support Functions: An Introduction* section later in this document.

ESF#1 – Transportation – v2.0 January 2015

Primary Agency: Mills County Engineer's Office/Secondary Roads

- Government and civil transportation support
 - Transportation safety
 - Restoration/recovery of transportation infrastructure
 - Movement restrictions
 - Damage and impact assessment on transportation needs
 - Aviation/airspace management and control
- | | |
|--------------------|---|
| ESF Attachment 1.a | Emergency Response Checklists – Transportation |
| ESF Attachment 1.b | School District Bus Information |
| ESF Attachment 1.c | Critical County Transportation Routes and Bridges |
| ESF Attachment 1.d | Temporary Flight Restrictions Policy |

ESF#2 – Communications – v1.0 March 2010

Primary Agency: Mills County E-911 Communications Center

- Coordination/support to incident communications
 - Emergency Public Warning
 - Coordination with telecommunications industry
 - Restoration/repair and temporary provisioning of communications infrastructure
 - Protection, restoration, and sustainment of cyber and information technology resources
- | | |
|--------------------|---|
| ESF Attachment 2.a | Emergency Response Checklist - Communications |
| ESF Attachment 2.b | Mills County EMA - Mobile Communications Assets |
| ESF Attachment 2.c | Primary and Back-up Communications Systems |
| ESF Attachment 2.d | Emergency Notification Procedures (Fire, EMS, Severe Weather) |
| ESF Attachment 2.e | EAS Activation Procedures |
| ESF Attachment 2.f | CodeRED® Activation Procedures |

ESF#3 – Public Works and Engineering – v1.0 September 2011

Primary Agency: Mills Engineer's Office/Secondary Roads

Municipal Public Works and Utilities Departments

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

ESF Attachment 3.a Critical Infrastructure Map/Listing

(public facilities, parks, fire stations, police stations, hospitals, public works yards, etc.)

ESF Attachment 3.b Emergency Response Checklist – Public Works and Engineering

ESF Attachment 3.c Public Works Resources List (Public & Private)

ESF#4 – Firefighting & Emergency Medical Services – v1.0 September 2011

Primary Agency: Mills County Emergency Services Association (MCESA)

- Firefighting activities in structural and wildland environments
- Resource support to rural and urban firefighting operations
- EMS activities in mass casualty, mass fatality, and responder protection
- Resource support to rural and urban EMS operations

ESF Attachment 4.a Mills County Fire & EMS Numbering

ESF Attachment 4.b Mills County Controlled Burn Ordinance

ESF Attachment 4.c Emergency Response Checklist – Fire & EMS

ESF Reference Doc 4.1 Mills County Mass Casualty Incident Response Plan

ESF Reference Doc 7.3 Mills County Credentialing System Plan

ESF Reference Doc 7.4 Mills County ESA Protocols 2014

ESF#5 – Emergency Management – v1.0 September 2011

Primary Agency: Mills County Emergency Management Agency

- Coordination of incident management and response activities
- Issuance of mission assignments
- Incident action planning
- Resource and human capital
- Financial management coordination

ESF Attachment 5.a EOC Activation & Organization Chart

ESF Attachment 5.b Area Command Organizational Chart

ESF Attachment 5.c Emergency Response Checklist – Emergency Management

ESF Attachment 5.d Emergency Operations Center Standard Operating Guidelines

ESF#6 – Mass Care, Housing, and Human Services – v1.1 July 2012

Primary Agency: Loess Hills Chapter of the American Red Cross

- Mass care to include sheltering, feeding, and first aid of disaster victims
- Temporary disaster housing
- Human service needs of victims
- Disaster victim registration/Family reuniting services
- Companion animal sheltering and care

ESF Attachment 6.a Emergency Response Checklist – Mass Care

ESF Attachment 6.b Disaster Welfare Information Guidelines

ESF Attachment 6.c Community Disaster Welfare Information Log

ESF Reference Doc 6.1 Mills County Pets in Disasters Plan

ESF Reference Doc 6.2 Mills County Feasible Shelter Sites

ESF Reference Doc 6.3 Mills County Shelter Resources Inventory

ESF#7 – Logistics Management and Resource Support – v1.1 July 2012**Primary Agency: Mills County Emergency Management Agency**

- Comprehensive incident logistics planning, management and sustainment
- Resource support (facilities, office equipment and supplies, contracting, etc.)

ESF Attachment 7.a Emergency Response Checklist

ESF Attachment 7.b Volunteer and Donations Management Plan

ESF Reference Doc 7.1 Mills County ESF Primary-Secondary Contact List

ESF Reference Doc 7.2 Mills County Resource Lists (Document in rough draft)

ESF Reference Doc 7.3 Mills County EMA Credentialing System

ESF#8 – Public Health and Medical Services – v2.0 March 2014**Primary Agency: Mills County Department of Public Health**

- Public health
- Hospital medical services
- Mental health services

ESF Attachment 8.a Emergency Response Checklist

ESF Attachment 8.b Health & Medical Facilities List

ESF Reference Doc 7.1 Resource Lists (Address, Phone, Email, etc)

ESF Reference Doc 8.1 Mills County Public Health Biological Emergency Response Plan

ESF Reference Doc 8.2 Mills County Mass Fatality Plan

ESF Reference Doc 8.3 Mills County Special Needs Plan

ESF Reference Doc 8.4 Mills County Point of Dispensing Plan

ESF#9 – Search and Rescue – V2.5 June 2013**Primary Agency: Mills County Sheriff's Department / Glenwood Police Department
Mills County Emergency Services Association (MCESA)**

- Life-saving assistance
- Search & rescue operations

ESF Attachment 9.a Emergency Response Checklist

ESF Attachment 9.b Basic SAR Field Operations Guide

ESF Attachment 9.c Structural Triage Marking System

ESF Attachment 9.d Search Assessment Marking System

ESF Attachment 9.e MOUs with Water Search and Rescue Teams

ESF Attachment 9.f SAR Forms and Logs

ESF Reference Doc 7.2 Mills County Resource Lists

ESF Reference Doc 7.3 Mills County Credentialing System Plan

ESF#10 – Hazardous Materials – v4.8 June 2014**Primary Agency: Local Fire Departments and Council Bluffs HazMat Team**

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

Hazards Analysis Summary - Maps

A1: Appendix for each Extremely Hazardous Substance Facility

A2: Map of Vulnerability Zone Radius (VZR) for each location

A3: DOT Map of routes within Mills County

A4: Mills County Pipeline Map

Hazards Analysis Summary - Data Sheets

B1: Mills County Local Emergency Planning Committee

B2: Fixed Site Facilities with Extremely Hazardous Substances

- B3:** Affected Areas of Fixed Site Facilities with Extremely Hazardous Substances
- B4:** Critical Transportation Routes
- C.** County Hazardous Commodity Flow Analysis
- D.** Shelter In Place Instructions
- E:** Public Notification and Warning Capacity
 - E1:** Summary of Notification and Warning
 - E2:** EHS Fixed Site Evacuation Notification using CodeRED
- F.** City of Council Bluffs (CBFD Hazmat Team) 28E
- G:** Mills County Ordinance - Hazardous Material
 - G1:** Chapter 4.6o Hazardous Substances
 - G2:** Chapter 11 – Hazmat Recovery Ordinance

ESF#11 – Agriculture and Natural Resources – v2.8 June 2013

Primary Agency: Mills County Department of Public Health / Environmental Health
Mills County Emergency Management Agency

- Animal infectious and plant disease
- Natural and cultural resources and historic properties protection and restoration
- Livestock animal rescue, care, and sheltering
- ESF Attachment 11.a Emergency Response Checklist
- ESF Attachment 11.b Mills County Land Use Maps
- ESF Attachment 11.c Mills County Historical Registry List
- ESF Attachment 11.d Mills County list of Agriculture and Natural Resources Contacts
- ESF Attachment 11.e *Sample Forms and Logs*
- ESF Reference Doc 7.2 *Mills County Resource Lists*
- ESF Reference Doc 11.1 Iowa Department of Agriculture and Land Stewardship (IDALS) Foot & Mouth Plan
- ESF Reference Doc 11.2 Iowa Department of Agriculture and Land Stewardship (IDALS) Agriculture Movement and Control Plan

ESF#12 – Energy – v2.4 June 2013

Primary Agency: Mills County Emergency Management Agency
(see ESF Attachment 12.2 – Energy Providers and Key Facilities)

- Energy infrastructure assessment, repair, and restoration
- Energy industry utility coordination
- Energy forecasting
- ESF Attachment 12.a Emergency Response Checklist
- ESF Attachment 12.b Energy Providers / Facilities
- ESF Attachment 12.c Critical Facilities with priority electrical restoration
- ESF Attachment 12.d Electric Service Provider Map
- ESF Attachment 12.e Iowa Pipeline Association Contact Information
- ESF Attachment 12.f Pipeline Map

ESF#13 – Law Enforcement and Security (Public Safety) – Version 1.5 March 2014

Primary Agency: Mills County Sheriff's Office

- Facility and resource security
- Security planning and technical resource assistance
- Public safety and security support
- Support to access, traffic, and crowd control
- Large-scale evacuations
- ESF Attachment 13.a Emergency Response Checklist

ESF#14 – Long-Term Community Recovery – V1.5 April 2014**Primary Agency: Mills County Emergency Management Agency**

- Social and economic community impact assessment
- Long-term community recovery assistance to local governments, nongovernmental entities, and the private sector
- Mitigation analysis and program implementation

ESF Attachment 14.a Emergency Response Checklist

ESF Attachment 14.b Mills County Disaster Coalition Membership and Guidelines

ESF Reference Doc 5.3 Mills Countywide Critical Facilities

ESF Reference Doc 14.1 Mills County Emergency Management Debris Removal Plan

ESF#15 – Public Information – v1.5 May 2014**Primary Agency: Mills County Emergency Management Agency**

- Media and community relations
- Liaison with elected officials (local, state, and federal)

ESF Attachment 15.a Emergency Response Checklist

ESF Attachment 15.b Media Resources

ESF Reference Doc 15.1 Mills County Joint Information Center (JIC) Operations Plan

C. Plan Attachments

The Plan Attachments include information that support the Plan personnel, Emergency Operations Plan/EOC activation, local disaster emergency declaration guidance, and guidance on requesting a Governor's proclamation, and many other tools. These will be numbered by the primary ESF number, followed by another number, in numerical order.

D. ESF Reference Documents

The ESF Reference Documents describe common processes and specific administrative requirements such as mutual aid agreements, mutual aid plans, etc. They also outline primary responsibilities, resource determinations, and operating guidelines for catastrophic or technical/sensitive incidents. Mills County ESF Reference Documents can be found "behind" the Basic Plan, and will have the primary ESF number, followed by an alphabetical letter.

X. BASIC PLAN ATTACHMENTS

Base Plan Attachment BP.a	Emergency Management Agency and Critical Staff Designations
Base Plan Attachment BP.b	Disaster Declaration Process and Policy
Basic Plan Attachment BP.c	Mills County Emergency Management Commission ByLaws

XI. ESF REFERENCE DOCUMENTS (FOUND IN BACK OF BASIC PLAN)

ESF Reference Doc BP.1 Mills County ESF Primary and Supporting Agencies Matrix

ESF Reference Doc 4.1 Mills County Mass Casualty Incident Response Plan

ESF Reference Doc 7.4 Mills County ESA Protocols 2014

ESF Reference Doc 5.1 Mills County Continuity of Operations Plan

ESF Reference Doc 5.2 Iowa Mutual Aid Compact (IMAC) Documents

ESF Reference Doc 5.3 Mills Countywide Critical Facilities

ESF Reference Doc 5.4 Mills County Amateur Radio Emergency Service (ARES) Plan

ESF Reference Doc 5.5 Mills County Severe Weather Response Plan

ESF Reference Doc 6.1 Mills County Pets in Disasters Plan

ESF Reference Doc 6.2 Mills County Feasible Shelter Sites

ESF Reference Doc 6.3 Mills County Shelter Resources Inventory

ESF Reference Doc 7.1 Mills County ESF Primary-Secondary Contact List

ESF Reference Doc 7.2 Mills County Resource Lists

ESF Reference Doc 7.3 Mills County EMA Credentialing System

ESF Reference Doc 8.1 Mills County Public Health Biological Emergency Response Plan

ESF Reference Doc 8.2 Mills County Mass Fatality Plan

ESF Reference Doc 8.3 Mills County Special Needs Plan

ESF Reference Doc 8.4 Mills County Point of Dispensing Plan

ESF Reference Doc 11.1 Iowa Department of Agriculture and Land Stewardship (IDALS)
Foot & Mouth Plan

ESF Reference Doc 11.2 Iowa Department of Agriculture and Land Stewardship (IDALS)
Agriculture Movement and Control Plan

ESF Reference Doc 14.1 Mills County Emergency Management Debris Removal Plan

ESF Reference Doc 15.1 Mills County Joint Information Center (JIC) Operations Plan

Italics show plans in establishment / update status and not included in Basic Plan at this time.

**Base Plan Attachment BP.a
Emergency Management Agency and Critical Staff Contacts**

As emergency events occur, operations within the EOC will include various staff positions, and not necessarily all the positions noted below at one time. This list is a reference tool, and not a specific comprehensive list.

EXECUTIVE POLICY GROUP

When multiple jurisdictions are involved, Executive Group Members (the Chief Executives or his/her designee) will form the Executive Policy Group. The Executive Policy Group is a unified organizational structure and is scalable to the nature of the incident and extent of damage.

Primary Responsibilities include:

- Policy level decisions.
- Fiscal authorization.
- Strategic policy and direction for response, recovery and resumption of normal operations.
- Review public information statements and releases.

The Mills County Emergency Management Commission is one type of Executive Group. The commission representatives are:

- Board of Supervisors – Richard Crouch
- Sheriff – Gene Goos
- Emerson Mayor – Rob Erickson
- Glenwood Mayor – Kim Clark
- Hastings Mayor – Mike Coates
- Henderson Mayor – Mike Baumfalk
- Malvern Mayor – Michael Blackburn
- Pacific Junction Mayor – Andy Young
- Silver City Mayor – Rose Schoening

As noted, the “Executive Group” is an event-specific type designation, and the members will be established on an event by event basis. Note that other important positions, including the Emergency Management Director (or his/her designee) and the Public Information Officer (or his/her designee), may have positions within the Executive Policy Group.

EMERGENCY OPERATIONS CENTER STAFF

Refer to “ESF Reference Doc 7.1 Mills County ESF Contact List” for names of primary agency contacts. As noted above, each event that occurs will involve various agency representatives. This causes those staff to be designated on an event by event basis.

**Base Plan Attachment BP.b
Disaster Declaration Process and Policies**

Declaration of a State of Emergency/Disaster

The Chief Executive is charged with the maintenance of order and safety necessary to the successful continuation of the jurisdiction's lawful mission, and is further charged with the authority to protect the residents and visitors of the jurisdiction and public property. When faced with mass disruptions, activity of a violent and destructive nature, or other events of a serious enough nature to threaten the jurisdiction, the Chief Executive may declare a "state of emergency or disaster". If this involves a municipality, then an Emergency Declaration is established, requesting county assistance. If this exceeds county capability, the county establishes an Emergency Declaration, requesting state assistance.

Below is an example of a Disaster Declaration from Mills County:

WHEREAS, Mills County has suffered from a flooding event beginning on May 24, 2011, which has caused and/or continues to cause damage to public and private property, disruption of utility services, and;

WHEREAS, Citizens of Mills County, especially residents in municipal and rural areas in proximity of the Missouri River, have little or no access to roads and as such have limited ability to access health care, emergency and essential goods and services, and;

WHEREAS, Public Safety Agencies have been limited by the conditions to access citizens needing emergency assistance endangering the life and safety of the citizens of Mills County, Iowa and where required access would pose an unnecessary risk to emergency responders;

THEREFORE, the County Board of Supervisors has declared a state of emergency authorized under Iowa State Statute and will execute the expenditure of emergency funds from all available sources, the invoking of mutual aid agreements, and the application to the State of Iowa for assistance.

Chairman, Board of Supervisors
Mills County Board of Supervisors

Date

WITNESS my hand and the seal of my office

this _____ day of _____, 2011.

County Auditor

Base Plan Attachment BP.c
Mills County Emergency Management Commission ByLaws

ARTICLE IV. COMMENCEMENT OF OPERATIONS

- SECTION 1. The commencement of operations of the Commission shall be upon adoption of these bylaws by the Commission and at such time as each member has agreed and signed this document.

ARTICLE V. MISSION

- SECTION 1. The mission of the Mills County Emergency Management Commission is to establish, coordinate, provide services, and maintain local emergency management activities and intergovernmental, private, and volunteer partnerships to mitigate against, prepare for, respond to, and recover from all disasters that may impact Mills County, its communities and citizens.

ARTICLE VI. POWERS AND DUTIES

- SECTION 1. The Commission shall establish an agency for the conducting and implementation of Commission business. The name of the agency shall be the Mills County Emergency Management Agency.
- SECTION 2. The Commission shall determine the mission of its agency and program and provide direction for the delivery of emergency management services including planning, administration, coordination, training, and support for local governments and their departments.
- SECTION 3. The Commission shall have such other powers, duties, and responsibilities as provided in Iowa Code, chapter 29C and Iowa Administrative Code 605, Chapter 7 which include, but are not limited to the following:
- Administration and finance;
 - Hazard identification, risk and capability assessment;
 - Resource management;
 - Planning;
 - Direction, control and coordination;
 - Damage assessment;
 - Communications and warning;
 - Training;
 - Exercises; and
 - Public education and information.

ARTICLE VII. PERSONNEL

- SECTION 1. The Commission shall appoint a local coordinator who shall serve at the pleasure of the Commission and who shall have such duties and responsibilities as assigned by the Commission and provided in Iowa Code, chapter 29C. The coordinator shall meet the qualifications and requirements as established by the Iowa Emergency Management Division in Iowa Administrative Code 605-7.4.
- SECTION 2. The Emergency Management Coordinator shall be responsible for the hiring, discipline and termination of other agency employees, subject to the approval of the Commission.

Base Plan Attachment BP.d (continued)
Mills County Emergency Management Commission ByLaws

ARTICLE VIII. FINANCE

- SECTION 1. Consistent with the provisions of Iowa Code, section 29C.17, the Commission shall determine a method for financing the costs of establishing and operating the Mills County Emergency Management Agency. The agency's approved budget may be funded by one or any combination of the following options:
- A. A countywide special levy approved by the board of supervisors.
 - B. Per capita allocation funded from city and county general funds or by a combination of city and county special levies that may be apportioned among the member jurisdictions.
 - C. An allocation computed as each jurisdiction's relative share of the total assessed valuation within the county.
 - D. A voluntary share allocation.
- SECTION 2. The Commission shall develop and adopt a budget in accordance with the provisions of Iowa Code, Chapter 24 and Iowa Code section 29C.17. The Commission shall be the fiscal authority and the chairperson or vice-chairperson shall be the certifying official for the budget.
- SECTION 3. The Commission shall establish in the office of the County Treasurer, an Emergency Management Commission Trust Fund. The fund shall be for the purpose of paying expenses relating to all emergency management matters of the Commission and its agency.
- SECTION 4. Revenues provided and collected shall be deposited in the fund. An unencumbered balance in the fund shall not revert to the county general revenues. Any reimbursement, matching funds, moneys received from the sale of property, or moneys obtained from any source in connection with the emergency management program shall be deposited in the Emergency Management Commission Trust Fund.
- SECTION 5. Expenditures from the Emergency Management Commission Trust Fund shall be made on warrants drawn by the county auditor, supported by claims and vouchers signed by the emergency management coordinator or the chairperson of the Commission.

ARTICLE IX. PROPERTY

- SECTION 1. The Commission may acquire or receive real or physical property through purchase or contribution. Such property shall become the property of the Commission unless otherwise provided by separate agreement between the Commission and the contributing party.
- SECTION 2. The Commission shall establish the method for the disposal of its real or physical property in accordance with applicable law and agreement.

Base Plan Attachment BP.d (continued)
Mills County Emergency Management Commission ByLaws

ARTICLE X. MEETINGS

- SECTION 1. Commission business shall be conducted in compliance with Iowa Code chapter 21, "Official Meetings Open to Public" and Iowa Code chapter 22, "Examination of Public Records."
- SECTION 2. Except for those rules otherwise stated in this document, the business of the Commission shall be governed at the discretion of the chairperson.
- SECTION 3. The Commission shall meet not less than twice a year to elect officers, consider and adopt a budget and carry on the business of the Commission. The Commission may otherwise meet as called by the chairperson or vice chairperson or as called by a simple majority of its members.
- SECTION 4. The Commission may only conduct the official business of the Commission when a simple majority of the members of the Commission are present at a meeting.

ARTICLE XI. OFFICERS

- SECTION 1. The Commission shall elect each year from its membership, a chairperson and vice chairperson to serve for a period of one year.
- SECTION 2. The emergency management coordinator shall serve as the secretary to the Commission and shall be responsible for records, minutes, documents, and all other matters pertaining to the operation of the business meetings. The coordinator may delegate duties to other personnel appropriate to the conduct of the Commission's business.

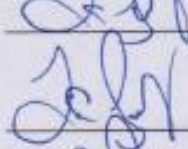
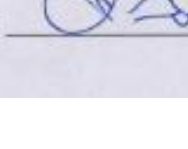
ARTICLE XII. VOTING

- SECTION 1. Each jurisdiction or agency entitled to membership on the Commission shall have one vote in matters pertaining to the official business of the Commission.
- SECTION 2. Motions may only be made by a member of the Commission and require a second before being called to a vote. Motions are considered carried when passed by a simple majority of the members present at an official meeting of the Commission as provided in Article X, Section 4.
- SECTION 3. Notwithstanding the provisions of this article, these bylaws may only be amended by a two-thirds majority vote of the total membership of the Commission.

THESE BYLAWS ARE HEREBY ADOPTED BY A MAJORITY VOTE OF THE MEMBERS OF THE MILLS COUNTY EMERGENCY MANAGEMENT COMMISSION ON THIS 26th DAY OF February, A.D., 2007.

IOWA ADMINISTRATIVE CODE 605-7.3(2) REQUIRES THAT EACH MEMBER OF THE COMMISSION SIGN THESE BYLAWS AS ADOPTED BY THE COMMISSION.

Base Plan Attachment BP.d (continued)
Mills County Emergency Management Commission ByLaws

ATTEST: 	BY: <u>Richard Crouch</u> Member, County Board of Supervisors
ATTEST: 	BY: <u>Mark S. Tapp</u> Member, Mills County Sheriff
ATTEST: 	BY: <u>Dale Downing Mayor</u> Representing, City of Glenwood
ATTEST: 	BY: <u>Mike S. Miller Mayor</u> Representing, City of Malvern
ATTEST: 	BY: <u>Jim Givens Mayor</u> Representing, City of Pacific Junction
ATTEST: 	BY: <u>Dale D. D.</u> Representing, City of Silver City
ATTEST: 	BY: <u>Calvin Pearson</u> Representing, City of Emerson
ATTEST: 	BY: <u>Richard Brown</u> Representing, City of Hastings
ATTEST: 	BY: <u>Nancy Van Belh</u> Representing, City of Henderson