

**LYON COUNTY-WIDE
MULTI-HAZARD
EMERGENCY OPERATIONS PLAN**

I. PURPOSE

This Plan predetermines, to the extent possible, actions to be taken by responsible elements of LYON County government and its supporting municipalities, and by cooperating private organizations to:

- A. Prevent avoidable disasters,
- B. Reduce the vulnerability of LYON County residents to any disasters that may strike,
- C. Establish capabilities for protecting citizens from the effects of disasters,
- D. Respond effectively to the actual occurrence of disasters,
- E. Provide for the recovery in the aftermath of any emergency involving extensive damage or other detrimental effect on normal life within the community.

II. AUTHORITY

Authority for this Plan is contained in:

- A. Public Law 81-920 (Federal Civil Defense Act of 1950) as amended;
- B. Public Law 93-288 (Disaster Relief Act of 1974) as amended;
- C. Chapter 29C, Iowa Code
- D. Chapter 30, Iowa Code

III. SITUATION

- A. LYON County, with a residential population of approximately 11763 persons, is vulnerable to many hazards, all of which have the potential to disrupt the community, create damage, and cause injury or

death to the citizens of the county. The LYON County Hazard Identification, identified those hazards which could have a significant effect on the population or public and private property. The most severe are national security, flooding, thunderstorms, hazardous materials, technological accidents/disruptions, tornadoes, winter storms, high winds, and railway accidents. Refer to the LYON County Hazard Identification for a listing of these significant hazards. Maps identifying high hazard areas for significant hazards will be available in the EOC. The Sheriff shall indicate any preselected monitoring points for emergencies. High hazard maps identify routes for primary and alternate evacuation needs for risk areas as established, location of shelter for the public and location of primary and alternate EOC.

- B. LYON County and its various incorporated jurisdictions have significant emergency response resources and capabilities. LYON COUNTY law enforcement agencies, LYON COUNTY fire departments, LYON COUNTY rescue squads and the Merrill Pioneer Community Hospital provide emergency services on a day-to-day basis. During and after disaster, effective use of these emergency resources and other governmental and private response and recovery capabilities will minimize the effects of disaster on people and property. The LYON County Capability Assessment provides a definitive description of existing capabilities.

IV. ASSUMPTIONS AND PLANNING FACTORS

- A. Outside assistance would be available in most major disaster situations affecting LYON County. However, even though this Plan will define procedures for coordinating such assistance, it is essential for LYON County to be prepared to carry out disaster response and short-term recovery actions on an independent basis.
- B. It is possible for a major disaster to occur at any time, and at any place, in the county. 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. Proper implementation of this Plan will reduce or prevent the loss of life and damage to property. Key officials within LYON County are aware of the possible occurrence of any emergency or major disaster and their responsibilities in the execution of this Plan and will fulfill those responsibilities as needed.

V. ORGANIZATION/RESPONSIBILITIES

- A. The primary responsibility for the safety and welfare of the residents of LYON 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.
- B. Local Government Structure
 - 1. The affairs of LYON County are managed by a 5-member elected Board of Supervisors. Their authority extends to all unincorporated areas of the county.
 - 2. ROCK RAPIDS is the county seat and functions under the mayor/council system. The city council consists of a council president and 5 council members. Day-to-day affairs of the city are under the direction of a city administrator.

3. The other communities in the county also use the mayor/council form of government. The councils consist of a council president and 5 council members.
4. The LYON County Emergency Management Coordinator, appointed by the Local 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 in emergency response activities within the other communities. Emergency operations will be conducted by local forces, supplemented as necessary by trained auxiliaries and manpower and resources available. In general, the LYON County Emergency Management Coordinator:
 - a. serves as an emergency preparedness and response advisor to the Board of Supervisors,
 - b. provides for the development of plans, prepares guidance, and coordinates actions to accomplish an effective emergency operating capability,
 - c. promulgates a program promoting a general public awareness of emergency management,
 - d. implements procedures to obtain state/federal government programs of financial and resource assistance,
 - e. establishes programs to protect lives, protect property, and sustain survivors in the event of disaster.

C. 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 15 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, included in Annex A. Detailed tasks are covered in the Annexes. Responsibilities for certain organizations that are not part of local government are also presented.

VI. CONCEPT OF OPERATIONS

A. General

It is the responsibility of the governments of LYON 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/organizations involved in emergency management will generally parallel their normal, day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be re-directed to accomplish the emergency tasks assigned. This Plan is concerned with all types of emergency situations that may affect LYON County.

B. Continuity of Government

1. The lines of succession for executive heads of government in LYON County are defined in Annex A, Command 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.
3. Preservation of Records: the preservation of important records and the taking of measures to insure continued operations and reconstitution, if necessary, of local government during and after catastrophic disasters or national security emergencies is the responsibility of the executives of each jurisdiction. Normally, the development and maintenance of procedures for insuring continuity of government will be carried out for LYON County by the county recorder, and for other local jurisdictions by the respective city clerks. Records to be preserved should include, at a minimum:
 - a. records required to protect the rights and interest of individuals,
 - b. records required by health, fire, law enforcement, and public works to conduct emergency operations,
 - c. records required to re-establish normal government functions and to protect the rights and interests of government.
4. Alternate Operating Locations: those government departments having emergency response functions have, if possible, identified alternate operating locations. Refer to the appropriate Annex for specific information.

5. Protection of Government Resources: procedures and guidelines have been established in this Plan, and separately, to provide for the physical safety of government personnel, records, and equipment.
 - a. Personnel: all government buildings shall have tornado and fire plans which designate appropriate actions and protective shelter locations including provisions for handicapped persons.
 - b. Records: essential county government records are stored in a vault in the County Courthouse.
 - c. Equipment: Electromagnetic Pulse (EMP) generated by a nuclear detonation could adversely affect electronic equipment. EMP protection should be provided where needed.

C. Command and Control Relationships

1. During disaster operations, coordination and control of community emergency response will be exercised by the principal executive officers of the political subdivision concerned. The Board of Supervisors will operate from the emergency operations center providing overall command and control of the many emergency functions. The chief executive of other communities will function from their local emergency operations centers.
2. Each office, agency, or organization assigned primary or supporting responsibilities under this emergency plan will assign a key representative to the EOC staff. The EOC thus becomes the central point for coordination and supervision of all emergency operations. The LYON County Emergency Management Coordinator is responsible for coordinating the maintaining of the EOC and the alternate EOC in a readiness condition and for stocking and maintenance of equipment.

3. Primary direction and control communications will be through normal systems. Supporting emergency communications facilities will be controlled from the EOC at the LYON County Law Enforcement Center. Communications available to Executives and the EOC staff are outlined in Annex B.

D. Notification

Initial notification of an emergency or disaster event occurring within the county would normally come via citizen report to 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.

1. National Weather Service (NWS): weather phenomena threatening LYON County would normally be received from the National Weather service through direct radio communications from Public Safety, Communications.
2. State Patrol: notification of hazardous events occurring near or in the county could come from the State Patrol or IAWAS or via direct radio communications (see Annex B for communications details).
3. State Emergency Management Division (EMD): back-up notification of all severe events could come from the State Office 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 EMD.
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.

E. Alerting of Key People

On notification of a possible or actual emergency or disaster event, the communicator on duty will notify appropriate key city and county officials in accordance with 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.

F. Plan Implementation

The decision to activate 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. On activation, local ordinances are 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. Depending on the situation, disaster emergency/declarations should be made by the principal executive officers of the county and the affected communities (see Annex A, Attachment 4). The effect of a declaration of a local disaster/emergency shall be to activate the response and recovery aspects of this Plan and any other inter-jurisdictional disaster plans and to authorize the furnishing of aid and assistance from these plans.
2. All 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 alternate arrangements can be made, if necessary.
3. The County Emergency Management Coordinator will coordinate operational support for emergency response services. The Coordinator will notify the EOC staff

and the head of every agency having a response role, activate the emergency operations center, and make contact with the State EMD and other appropriate local organizations.

G. Mutual Aid

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

H. 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 will request assistance from the state. This request shall be made through Iowa EMD and should contain the following information:
 - a. type of disaster,
 - b. extent of damage or loss (include fiscal estimate),
 - c. actions taken by local government, including funds expended,
 - d. type of extent of assistance required.
2. The Iowa EMD 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 State EOC operated by key state agencies and the Iowa EMD.

I. Protection of the Public

One of the primary responsibilities of government is to insure 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

J. Recovery Actions

Once the emergency or disaster is under control, search and rescue operation and the complete immediate needs of the affected citizens, including care of any injured, have been met, the executive staff will initiate all recovery actions necessary to return the affected area to normal status. If state and/or federal assistance is provided, the principal executive officer or their representative will coordinate with the state and/or federal coordinating officers.

VII. 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 insure compliance with applicable regulations.

B. Resources

1. Following initial lifesaving activities, the Board of Supervisors and the chief executives of the communities will insure 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 organization or department in the public or private sector.

C. Training

All departments, agencies, and private organizations are responsible for training response staff and volunteer augmentees to perform emergency functions.

VIII. 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. Routing changes such as corrections, updated staffing lists, telephone lists, map annotations, reporting requirements, etc. may be approved by the LYON 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 communication system. SOPs are to contain specific emergency authorities that may be assumed by a designated successor during emergency situations.

Also identify circumstances under which successor emergency authority effective and terminated.

C. Review

This Plan and all Annexes and procedures will be updated as the need for a change becomes apparent.

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

IX. REFERENCES

Code of Iowa - 1989 as amended
Iowa Emergency Plan - 1988

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 Services
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 (Hazard Specific)

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 radio 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. Inventory of hazards.

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. The is implemented when each agency, department, or organization recognize their responsibilities in 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 which threatens 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.