

INTRODUCTION

PURPOSE

The purpose of the City Disaster Plan is to provide for an effective, coordinated response to a natural or man-made emergency which involves property located within the limits of the City of Muscatine. The police and fire departments respond to emergencies every day for which they have been trained and equipped to handle. Occasionally, the extent of the emergency exceeds the resources immediately available at the scene, such that additional manpower and/or equipment must be secured in order to handle the emergency. On rare occasions, the extent of the emergency demands that additional administrative and support staff be called upon to perform all of the tasks necessary to adequately respond to the problem. In those situations, the ability to control property damage and personal injuries is dependent upon a planned, coordinated response from people who have been trained to perform the specific tasks outlined in the Disaster Plan.

CONCEPT OF OPERATIONS

In order to avoid chaos at an emergency scene, an individual is designated as “in charge” of the emergency operation. That person is referred to as the Incident Commander. There is a general rule that states, “All of the responsibilities of the emergency are the duty of the Incident Commander unless specifically delegated to another person.” In other words, it is one person’s responsibility to see that all of the necessary tasks under the plan are completed. That doesn’t imply that one person must do them personally, only to insure that everything gets done. In a very small emergency, one person can easily oversee all of the necessary tasks. In a large disaster scenario, it will take a great number of people to deal with the complexities of coordinating all of the necessary administrative, support and emergency scene tasks. In between those extremes is a great deal of latitude in assembling a disaster response team.

The following pages describe the responsibilities of what may seem to be a great number of people. The fact is that in most emergency situations, many of the tasks described will not need to be performed, or they can be performed by the Incident Commander. In other situations, more of the tasks will need to be performed, and additional personnel will be called to do so. In very rare instances, all of the tasks will need to be performed, and all of the people listed in the plan will need to participate. The plan is intended to be fluid, in order to accommodate different and ever-changing situations. The responsibilities described in the plan can be delegated in a progressive manner, where individuals are selected to fill particular roles as the emergency escalates. As the emergency subsides, individuals can be relieved of their responsibilities, which then fall back on the Incident Commander. Some types of disasters may require emergency operations at more than one location, such as a tornado which touches down in two separate areas of town. The plan is flexible enough to allow for one or more additional operations groups to function within its scope. It is a matter of delegation of the additional responsibilities to more emergency responders.

ORGANIZATION OF THE PLAN

The next section of this document, entitled "Emergency Management Organization", describes how all of the assigned positions fit together functionally and organizationally. It describes the roles and responsibilities of each person in the plan and shows how the positions relate to one another.

Following that section is the written disaster plan which describes in detail the assigned responsibilities for the three phases of disaster response, including the preparedness phase, response phase, and the recovery phase. The preparedness phase occurs prior to the emergency. It includes an analysis of the probability and risk associated with different disasters and the creation of a plan which outlines the responsibilities of City staff members in their response. Following its development, training exercises are held on a regular basis in order to assure that a coordinated implementation and execution of the disaster plan takes place.

The tasks described in the response phase checklist are mentioned as guidelines to help effect a coordinated response to the emergency. Having the tasks assigned to particular individuals and groups in advance will help to eliminate questions about whose responsibility a particular task may be.

The recovery phase tasks must be viewed as being vital to the successful resolution of the disaster response effort. In many cases it is simply wrapping up operations. In other cases, it involves some detailed paperwork which may prove critical in doing the critiques or assessments for government reimbursements.

It is not possible to foresee every possible eventuality in a disaster scenario. It is the intent of the plan to establish roles to which responsibilities naturally fit. Many of the responsibilities are outlined and listed in the various check sheets. As new tasks are identified, they should be assigned to particular individuals who have related responsibilities. As time goes on, experience will show the strengths and weaknesses of the plan and revisions will be made. A clear written document which is used consistently in periodic training sessions should help to eliminate confusion about roles in the midst of a crisis.

EXECUTION OF THE PLAN

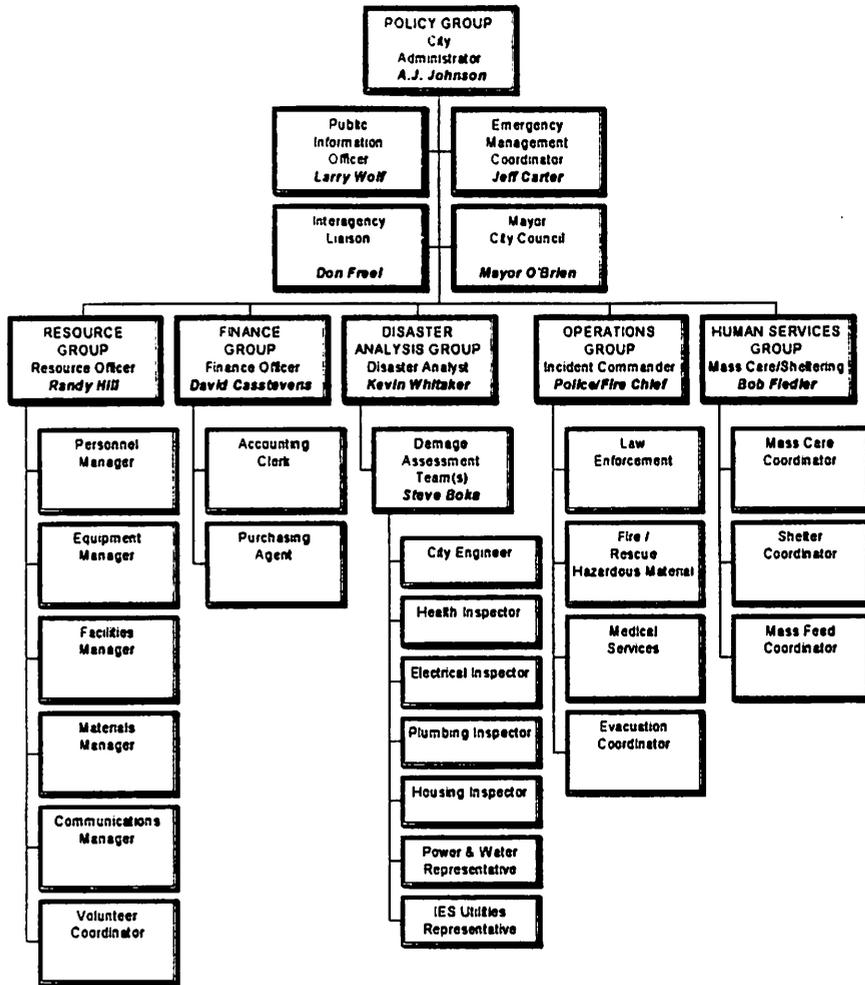
When an emergency presents itself and is escalating to a point that the ability of the Incident Commander (I.C.) to supply the necessary manpower, expertise, or equipment to deal with an emergency becomes compromised, it is time to begin to call for necessary help. The police and fire departments have mutual aid agreements with other organizations when manpower and limited equipment needs present themselves.

Subsequently, at the discretion of the I.C., it will become necessary to look to other members of the Emergency Management Organization (EMO) for help. (Refer to the Emergency Management Organization Chart on page __.) When it is clear that the extent of the disaster will require securing manpower and/or equipment from other City departments including additional

resources, purchasing authority, administrative functions, evacuation support, or damage assessments, the appropriate EMO groups should be activated. The I.C. may call upon one other group, or several, as the situation demands. After preparatory training sessions prior to the disaster, it should only require a situation briefing before the new groups can begin their assigned tasks. When the administrative authority is passed up to the City Administrator, he assumes the responsibilities of the Incident Commander as the head of the disaster response operation.

It is anticipated that in most instances where the Operations Group I.C. activates any two other groups (other than the Policy Group), or when either the Disaster Analysis or Human Services Group is called upon for assistance that the City Administrator would be called in as the head of the Policy Group. The prerogative of assigning the tasks of the individual groups to the positions identified on the Emergency Management Organization chart lies strictly with the head of the Policy Group. For example, in a situation where the I.C. needs many more resources than immediately available for a labor-intensive assignment, it would be up to the discretion of the Resource Officer (R.O.) the number of other positions on the chart that would need to be filled. It is possible that the R.O. could handle all of the responsibilities personally. In a larger scenario, where all of the manager positions are in place, it may be taxing just to direct the requests for resources to the proper person for supply.

City of Muscatine Emergency Management Organization



INCIDENT COMMAND ASSIGNMENT MATRIX

INCIDENT

Winter Storm
 Flood
 Civil Disorder
 Mass Casualty
 Transportation Accident
 Aircraft Crash
 Hazardous Materials Emergency (transportation)
 Tornado / Earthquake
 Water/River (non-fire incident)
 Water/River (fire)
 Hazardous Materials Emergency (facility)
 Technical Rescue (trench, confined space, etc.)
 Structural Collapse
 Fire

INCIDENT COMMANDER

Public Works Director
 Public Works Director
 Police Chief
 Fire Chief
 Fire Chief
 Fire Chief
 Fire Chief
 Fire Chief