

# ANNUAL REPORT SFY 2019



**IOWA DEPARTMENT OF  
HOMELAND SECURITY AND  
EMERGENCY MANAGEMENT**

**V. Joyce Flinn  
Director**

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# A Message from the Director

I am pleased to present the Iowa Department of Homeland Security and Emergency Management (HSEMD) Annual Report and Performance Measures.

The past year has been a busy and challenging one for the Department. In SFY 2019, Iowa received three Presidential Disaster Declarations. Severe storms and flooding in late June and early July 2018 were followed by tornadoes that struck the cities of Marshalltown and Pella on July 19. Catastrophic flooding began along the Missouri River in March of 2019 and continued throughout the remainder of the year. HSEMD coordinated the response to, and recovery from, these disasters, and several others that did not rise to the level of a federal disaster declaration.

HSEMD is responsible for providing communities the requested resources they need to respond to emergencies and disasters. However, our work does not stop there. The Department continues to work with communities to navigate the disaster recovery process and to put in place measures to eliminate or lessen the effects of future disasters.

Although coordination of disaster response and recovery are the areas where we are most visible, the Department is involved in numerous programs and initiatives to make certain Iowa and Iowans are better prepared for any emergency or disaster. Many of those activities are highlighted in this report.

At the end of this report you will find the Department's performance measures for the past fiscal year. As you will see, HSEMD has continued to support our many partners and strengthen our department and state through our commitment to excellence in homeland security and emergency management.

I urge you to learn more about HSEMD on our department's website, [www.homelandsecurity.iowa.gov](http://www.homelandsecurity.iowa.gov).

Sincerely,



**V. Joyce Flinn**  
Director



**Joyce Flinn**

# HSEMD Mission, Vision and Authorities

## HSEMD Mission

The mission of HSEMD is to lead, coordinate, and support homeland security and emergency management functions in order to establish sustainable communities and ensure economic opportunity for Iowa and its citizens.

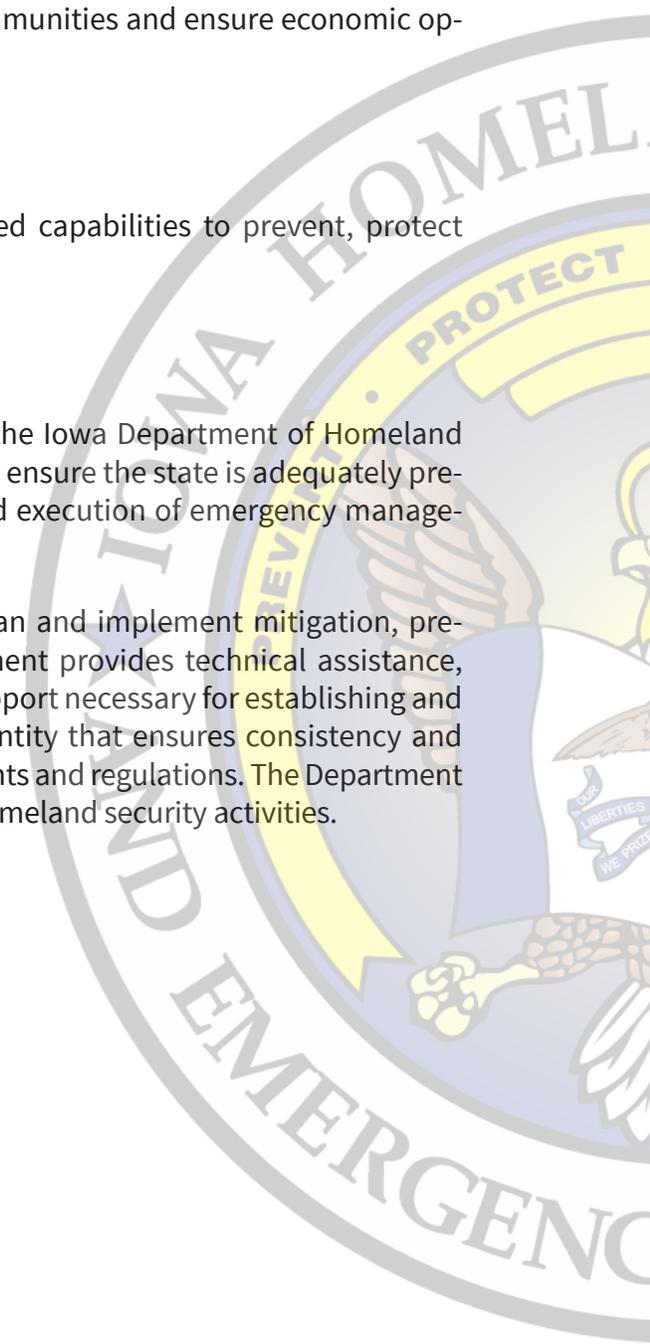
## HSEMD Vision

HSEMD's vision is a state that is prepared, with coordinated capabilities to prevent, protect against, respond to and recover from all hazards.

## HSEMD Authorities

Iowa Code Chapter 29C, establishes the responsibilities of the Iowa Department of Homeland Security and Emergency Management. These responsibilities ensure the state is adequately prepared for disasters through administration, preparation, and execution of emergency management and homeland security programs.

HSEMD is charged with supporting local entities as they plan and implement mitigation, preparedness, response, and recovery strategies. The Department provides technical assistance, training, exercise facilitation, communications, and other support necessary for establishing and maintaining local capabilities. HSEMD is the coordinating entity that ensures consistency and compliance with numerous federal and state legal requirements and regulations. The Department also is responsible for overseeing and implementing Iowa's homeland security activities.



# HSEMD Overview

## Department History

The Iowa Department of Homeland Security and Emergency Management has seen many changes since its inception in 1965 when Governor Harold Hughes created the State Civil Defense Agency, with 10 staff members who focused on the threat of nuclear war. In the 1970s, the agency became the Office of Disaster Services to reflect its focus on management of naturally-caused emergencies and disasters. The 1980s saw the office expand its focus from fallout shelters and natural disasters to an all-hazards approach that included radiological and hazardous materials incidents.

In 1992, the office became the Emergency Management Division of the Iowa Department of Public Defense. The focus of the Division became one of protecting people and property from the effects of all types of disasters, and to speeding the recovery from disasters.

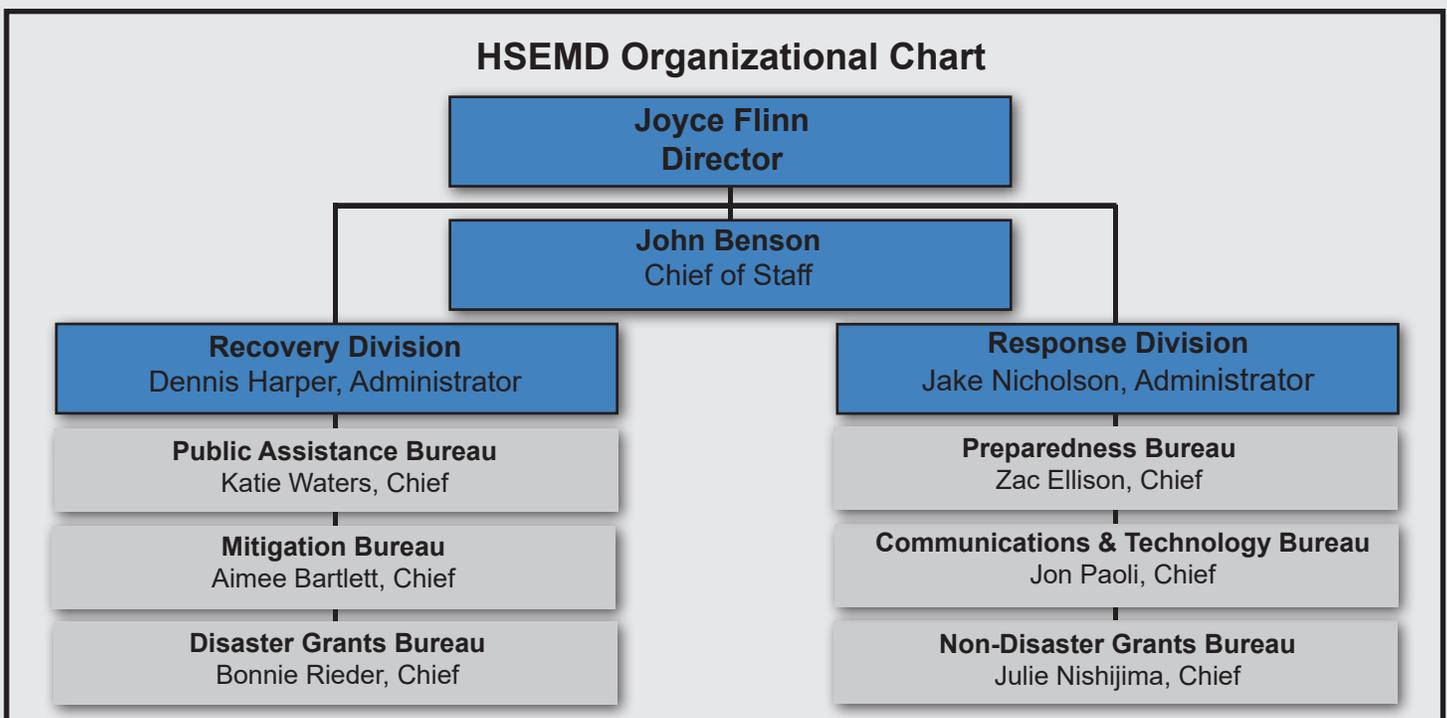
The 2001 terrorist attacks in the United States redefi-

ned Iowa's emergency management focus. Following Sept. 11, 2001, homeland security responsibilities were integrated into the duties and responsibilities of the Emergency Management Division, and in 2003 the Division's name was formally changed to Homeland Security and Emergency Management to reflect its new duties. In July 2013, HSEMD became a stand-alone department after being approved by the Legislature and signed into law by Gov. Terry Branstad.

## Department Structure

The Iowa Department of Homeland Security and Emergency Management is the coordinating body for homeland security and emergency management activities across the state. The department is led by Director Joyce Flinn, and is comprised of a Recovery Division and a Response Division. The Director is supported by Chief of Staff John Benson.

*Response Division: Jake Nicholson, Administrator*  
The Response Division coordinates the State of Iowa response to disasters and emergencies. The



# HSEMD Overview

Response Division is comprised of three bureaus: Preparedness, Communications and Technology, and Non-Disaster Grants and Administration. The Division maintains and oversees the readiness of the State Emergency Operations Center at Camp Dodge in Johnston. Other responsibilities of the Response Division include resource and volunteer management, radiological emergency preparedness to include equipment calibration and repair, capabilities assessment and strategic planning, communications, 911, special security operations, critical infrastructure protection and information sharing, special response teams, statewide mass notification and emergency messaging, geographic information systems (GIS) activities, financial management of non-disaster grants, accounting and financial transactions, procurement, strategic communications, and legislative and congressional activities.

This Division also is responsible for local and state comprehensive emergency plan development and support, training coordination and support, and exercise coordination and support.

*Recovery Division: Dennis Harper, Administrator*  
The Recovery Division coordinates short- and long-term recovery and hazard mitigation activities related to Iowa disasters. The Division is comprised of three bureaus: Hazard Mitigation, Public Assistance, and Disaster Grants and Administration.

The Recovery Division administers the federal Public Assistance Program, Hazard Mitigation Assistance programs, National Disaster Resiliency Competition program, and provides technical and administrative support to the Iowa Flood Mitigation Board for the implementation of tax increment and State grant funding under Iowa Code Chapter 418.

This Division coordinates damage assessment of disaster-impacted individuals, businesses, and public

infrastructure to support State of Iowa requests for federal disaster assistance. In addition, the Recovery Division also coordinates the State's implementation of recovery assistance programs for disasters that have been declared at both the State and federal levels, works closely with FEMA to fulfill recovery operations responsibilities following a disaster, and maintains Iowa's Enhanced Hazard Mitigation Plan and the Iowa Recovery Plan.

## Structure of Homeland Security and Emergency Management in Iowa

The structure of homeland security and emergency management in Iowa begins with the governor, who holds the responsibility for protecting Iowa's citizens. The governor appoints the Iowa homeland security advisor and the director of the Iowa Department of Homeland Security and Emergency Management. Currently the HSEMD director also serves as the governor's homeland security advisor.

The HSEMD director relies on State- and local-level advisory bodies, executive-level State policy makers, State and local agency points of contact, local first responders, regional representatives, and other community organizations and representative bodies, for information to assist in shaping policy and making decisions.

The Homeland Security Advisory Committee (HSAC) is one advisory body convened by the HSEMD director. The HSAC provides guidance and input on important decisions related to implementation of homeland security and emergency management efforts in Iowa. HSAC membership encompasses a variety of organizations and disciplines, including local emergency management, public health, public safety, information technology, courts, military, voluntary agencies, and private sector business.

# Preparedness

HSEMD is involved in numerous programs and initiatives to benefit Iowa's citizens, communities, businesses, and governments. In this report we will highlight a few of the Department's activities as they relate to the emergency management cycle, which consists of preparedness, response, recovery, and mitigation. With the advent of homeland security, detection and prevention are often included as a fifth phase, which we will highlight as well.

The preparedness phase of emergency management requires HSEMD to ensure the Department, our State and local government partners, and the citizens of Iowa are prepared for disasters.

## Planning, Training, and Exercise

Planning, training, and exercise are the foundation of Iowa's emergency preparedness efforts. HSEMD's Planning, Training, and Exercise Program has a goal to better prepare partners at all levels to respond to disasters. The program takes a strategic, all-hazards approach to preparedness planning.

HSEMD is required by Iowa law to prepare a comprehensive plan for disaster response, recovery, and mitigation, along with plans for homeland security and emergency resource management for the state.

The Iowa Comprehensive Emergency Plan is comprised of four separate plans for emergency response, hazard mitigation, disaster recovery, and critical asset protection. HSEMD continuously updates these plans to ensure they remain timely and relevant for Iowa's hazards.

Iowa is one of only 11 states and territories that has an Enhanced Hazard Mitigation Plan that has been approved by the Federal Emergency Management Agency (FEMA). Approval of an enhanced plan qual-

ifies state and local governments to receive additional hazard mitigation disaster funding, which is crucial to funding projects to reduce or eliminate hazards and avoid disaster-caused damage and associated costs. The purpose of hazard mitigation planning is to identify policies and actions that can be implemented over the long term to reduce risk and future losses of life, property, and economic injury. Iowa's plan is an interagency plan that integrates local and State planning efforts through the State Hazard Mitigation Team. The plan includes a statewide hazard analysis and a risk assessment of all of the state's hazards. This information is used to develop statewide hazard mitigation goals, objectives, and measures for use by State and local jurisdictions to address priority hazards.

Partnerships are key to successful planning. HSEMD assists county emergency management agencies by reviewing local emergency plans for compliance with State and federal rules and regulations. The Department also engages with other State agency planning efforts, including with the Iowa Department of Agriculture and Land Stewardship for animal disease response, The Iowa Office of Secretary of State for election security planning, and the Iowa Department of Education for school safety planning.

HSEMD has engaged public- and private-sector holders of our state's critical infrastructure to plan and exercise for catastrophic events. These lifeline infrastructure systems, whether physical or virtual, are considered so vital that their incapacitation or destruction would render a catastrophic blow to government and the private sector. In SFY 2019, HSEMD engaged the private sector in exercises on responding to catastrophic disasters driven by climate change, active shooter incidents, severe weather and tornadoes, infrastructure protection, and resource coordination. As a result, participants gained increased awareness of these hazards and their effects and an

# Preparedness

understanding of the impact these types of events could have on communities and businesses. This awareness and understanding is imperative as asset holders plan for these hazards.

HSEMD conducts, participates in, and supports many exercises each year. In addition to critical infrastructure exercises, Department staff participate, and assist, in planning radiological, natural hazard, and terrorism exercises involving local, State, private sector, and federal response to emergencies.

During SFY 2019, HSEMD staff participated in a total of 11 exercises with State and local partners to test response plans and to identify areas for improvement, such as revisions to emergency plans, training of staff, and purchase of equipment to fill gaps in capabilities.

The Department has worked with its many partners to deliver courses to responders throughout the state. In SFY 2019, nearly 2,500 participants took in-person classes, while more than 12,000 independent study courses were taken on a variety of topics, including emergency operations center functions and disaster volunteer and donations management in order to prepare responders for a wide array of hazards.

## Citizen Preparedness

Citizen preparedness is an important component of Iowa's overall preparedness. Each year, HSEMD public information staff conduct awareness campaigns to educate Iowans on the hazards that impact our state and how to prepare for them. These campaigns provide information on general emergency preparedness and how to prepare for specific hazards such as winter weather and hazardous materials incidents. HSEMD's public awareness initiatives also

focus on informing citizens about the importance of reporting suspicious activity and educating the public on how to properly use 911. Social media is an important tool to provide information to large segments of the public to encourage them to be more prepared for emergencies and disasters and to amplify messages during public awareness campaigns.

## Radiological Emergency Preparedness

Two nuclear power plants currently operate in or near Iowa's borders, with NextEra Energy-Duane Arnold Energy Center at Palo being the only one located in the state. Regulatory guidance from the U.S. Nuclear Regulatory Commission and Federal Emergency Management Agency directs State and local authorities to develop, implement, and maintain plans and procedures to preclude the exposure of the public to harmful radionuclides.

HSEMD's Radiological Emergency Preparedness program ensures that emergency preparedness, planning, training, and exercise activities associated with the nuclear power facilities in or around Iowa meet or exceed standards and regulations set by the federal government for the protection of citizens of the state. Nuclear power plants are required by the Nuclear Regulatory Commission to support local and state preparedness activity and are required to hold full-scale exercises that involve State agencies every other year. In SFY 2019 HSEMD participated in one full-scale nuclear power plant exercise, which tested planning for and response to a radiological emergency. HSEMD also participates in multiple drills and table-top exercises with the power plants.

## Disaster Response

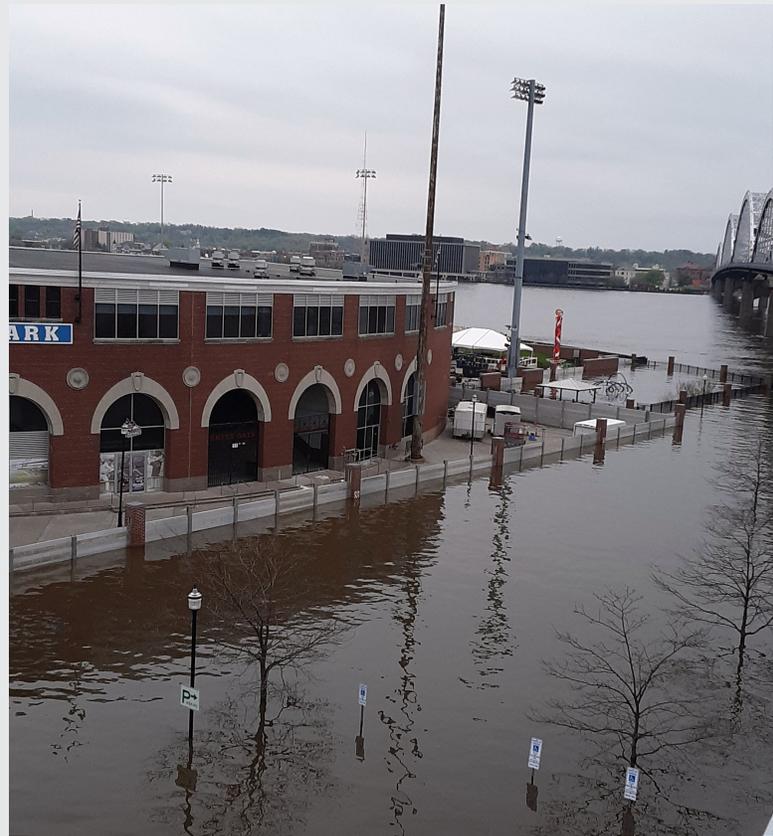
During the response phase of emergency management, the Iowa Department of Homeland Security and Emergency Management serves as a coordination point for the deployment of State resources. When disasters strike, HSEMD is prepared to provide assistance to local emergency management. HSEMD's response activities range from full activation of the State Emergency Operations Center, where the Department coordinates the State response working with other government and private-sector partners in support of State and local response efforts, to monitoring of local incidents by the Department's on-call 24/7 duty officers.

## Response Process

Because disasters start locally, county emergency management coordinators and agencies have a vital role in preparation for, response to, and recovery from disasters, both natural and human-caused. The county emergency management coordinator facilitates local government and volunteer response operations such as sandbagging, traffic and access control, resource management, cleanup efforts, and sheltering for citizens affected by the disaster.

County emergency management agencies provide coordination of local resources and work in partnership with HSEMD to ensure the emergency management and response communities have adequately planned and are well equipped, trained, and exercised for a response. County emergency management agencies act on behalf of their local emergency management commissions.

When a community's ability to respond to a disaster exceeds its capabilities, the county emergency management coordinator may request assistance through the Iowa Mutual Aid Compact (IMAC), an in-



**Downtown Davenport flooding in April 2019.**  
**Photo: Scott County Emergency Management**

trastate mutual aid agreement. IMAC provides the mechanism for political subdivisions and emergency management commissions to share resources with one another during a disaster that has been declared either by the local jurisdiction or the governor.

If local mutual aid is not sufficient, the county emergency management coordinator will work with local officials and HSEMD to request a governor's proclamation of disaster emergency. A governor's proclamation enables State resources to be used at no cost to local jurisdictions. State resources may include equipment, personnel, technical guidance, supplies, and assistance for missions such as debris removal, traffic control, levee patrol, security, and transportation.

# Response

During SFY 2019, the governor issued 44 proclamations of disaster emergency that allowed State resources to be used to respond to and recover from severe weather in multiple counties.

The proclamations also activated the Iowa Individual Assistance Grant Program for residents in impacted counties. This program, administered by the Iowa Department of Human Services (DHS) provides grants of up to \$5,000 for households with incomes of up to 200 percent of the federal poverty level to be used for home or car repairs, replacement of clothing or food, and for the expense of temporary housing. The program provided more than \$4.8 million of Iowa Individual Assistance funding to 1,459 applicants impacted by disaster during SFY 2019. In addition, more than 3,500 cases were referred to the Disaster Case Management Program, also administered by DHS.

When a disaster or incident goes beyond the capabilities of State government, the governor may request response resources from FEMA and/or from other states through the Emergency Management Assistance Compact (EMAC). If the impacts of the disaster are beyond the State's capability to recover, a Presidential Disaster Declaration may be requested. If granted, this declaration can provide financial assistance to eligible applicants.

The Department's disaster response activities sometimes extend beyond state boundaries. HSEMD works with other states to provide resources through EMAC. Since Iowa became a member of EMAC in 1997, it has deployed many State and local government resources. Several HSEMD employees assisted with response and recovery efforts for the fall 2017 hurricanes Harvey, Irma, and Maria. Staff were deployed to FEMA's National Response Coordination Center in Washington, D.C. to serve as liaisons for EMAC, and to Puerto Rico to assist in recovery activities. HSEMD also provided assistance

to the U.S. Virgin Islands by coordinating its requests for assistance through EMAC. Iowa has received a variety of resources from member states throughout the nation, including during the response to the 2008 Parkersburg tornado, Missouri River flooding in 2011, and during Iowa's avian influenza outbreak in 2015.

## State Response Teams

HSEMD has worked with government partners to develop statewide response teams that may be used for the benefit of all Iowans. These teams are deployed as a resource to supplement and enhance disrupted and overburdened local emergency and disaster operations. HSEMD does not directly operate any of these teams. Rather, the State has put into place several memorandums of understanding that enable the Department to activate the teams to respond as the need arises. Iowa's response teams specialize in a number of areas, including bomb disposal, incident manage-



**A portion of the flooded city of Pacific Junction.  
Photo: Mills County Emergency Management**

# Response

ment, disaster debris clearance, search and rescue, tactical response to high-risk situations, and weapons of mass destruction decontamination.

Iowa's Urban Search and Rescue Team, Iowa Task Force One (IA-TF1), is comprised of two divisions, housed within the Sioux City and Cedar Rapids fire departments. While many members are from these departments, membership also includes fire and rescue professionals from across Iowa. The team has the capability to locate and rescue victims in confined spaces, perform swift water rescues, and conduct wide area searches. Local entities have called upon IA-TF1 many times to assist in searches for missing persons, including a September 2018 search for two kayakers in Linn County. The team was mobilized to Mills and Fremont counties to assist with the assessment of damaged homes that were not accessible due to the continued high Missouri River floodwaters and to assist with re-entry operations for Mills County residents.

Iowa's Incident Management Team (IMT) is a cad-

re of multiagency, multijurisdictional professionals activated to support incident management at large or complex incidents, disasters, or special events. The IMT provides support to local officials who become overwhelmed during a long-duration event and serves in a support function, filling in for fatigued personnel and providing technical advice. Iowa's IMT has been a valuable asset for local partners in support of search and rescue operations, disaster response, and line-of-duty funeral planning. The IMT was most recently deployed to Mills County in 2019 to assist local officials with re-entry planning for residents of Pacific Junction who had been evacuated due to the Missouri River flooding.

## Pre-Positioned Equipment

Over the past few years, HSEMD has improved the State's disaster response capability by pre-positioning vital equipment. At the end of SFY 2019, 85 pumps, which are pivotal tools for fighting floods, were staged and ready to be deployed at locations throughout the state. During the flooding that began in March and extended into the summer of 2019, these pumps were widely utilized and their proximity to impacted areas enabled local emergency management to respond more quickly. In addition to the pumps, HSEMD has pre-positioned 17 generators throughout Iowa to increase the accessibility and timely deployment of these resources during times of disaster. The Department maintains a supply of sandbags and portable flood barriers that are immediately available for use by local jurisdictions.

## Volunteers

A crucial component in the response to and recovery from any disaster is volunteers. The Iowa Disaster Human Resource Council (IDHRC) helps



**Gov. Kim Reynolds with members of Iowa's Urban Search and Rescue Team and Incident Management Team during flooding in Pacific Junction. Photo: IMT**

# Response

to provide coordination with local, statewide, and nationwide volunteer groups to support the response and recovery needs in disaster-impacted areas of Iowa. The IDHRC is comprised of faith-based and voluntary agency representatives as well as representatives from key government agencies. HSEMD developed the council at the request of local emergency management coordinators to identify and address the unmet needs of Iowa's citizens impacted by disaster events. In addition, group members assist with the coordination of volunteers and donations during activation of the State Emergency Operations Center as requested, and promote cooperation among all volunteer and faith-based organizations. The IDHRC plays a key role during disasters by coordinating and providing volunteers to assist Iowans throughout the state. The IDHRC also assists citizens impacted by disaster who have unmet needs.

In response to the Missouri River flooding, the IDHRC worked with disaster-impacted counties to provide guidance on forming long-term recovery groups to assist citizens in need. The group also provided information and resources to the public through the governor's flood website and supported volunteer and donation management efforts.

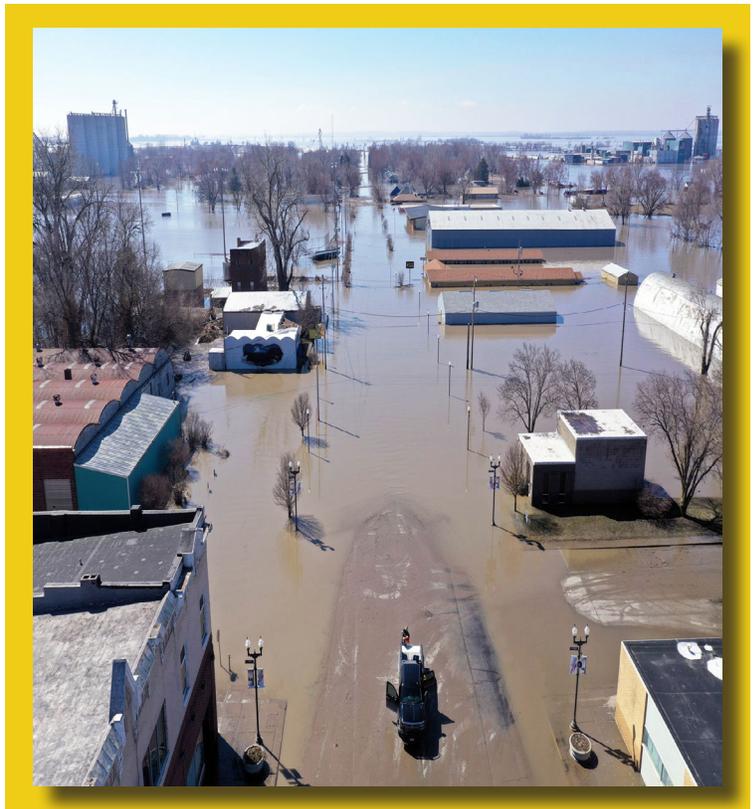
## Social Media

HSEMD public information staff use social media to widely disseminate and receive information during disasters and emergencies and on a day-to-day basis.

Social media is an especially vital tool during disaster response. HSEMD public information staff and duty officers utilize social media to monitor social media platforms in order to gather local situational awareness for Department staff who are monitoring emerging emergency situations.

This information helps HSEMD operations staff to better understand local conditions and the type and extent of damage that has occurred to public and private property.

HSEMD also utilizes social media to disseminate information to the public during the response to a disaster. Messages distributed through social media provide valuable information on current conditions and instruction to the public on protective actions they can, or should, be taking.



**A portion of the flooded city of Hamburg.  
Photo: IMT**

During the recovery phase of emergency management, HSEMD activities focus on obtaining and delivering assistance to impacted communities and citizens.

HSEMD works with federal agencies to obtain and deliver assistance made available via a Presidential Disaster Declaration. The Department oversees and is involved in recovery projects from beginning to end—from identification and notification of eligible applicants to project completion, while satisfying State and federal requirements.

## Presidential Disaster Declarations

During SFY 2019 Iowa received three Presidential Disaster Declarations. An Aug. 20, 2018, declaration covered severe storms, tornadoes, straight-line winds, and flooding that occurred June 6-July 2, 2018. Adair, Buchanan, Buena Vista, Cerro Gordo, Cherokee, Chickasaw, Clay, Dallas, Delaware, Dickinson, Emmet, Floyd, Hamilton, Hancock, Howard, Humboldt, Kossuth, Lyon, O'Brien, Osceola, Palo Alto, Pocahontas, Polk, Sioux, Story, Warren, Webster, Winnebago, Winneshiek, Woodbury, and Wright counties were included in the declaration. Severe storms and tornadoes, including those that struck the cities of Marshalltown and Pella on July 19, 2018, were included in a Sept. 12, 2018, Presidential Disaster Declaration that covered Lee, Marion, Marshall, and Van Buren counties.

These declarations made funding available for the included counties through the federal Public Assistance Program. This program provides funding for public entities and select nonprofit organizations for emergency work and the repair or replacement of disaster-damaged facilities. The declaration also included funding to conduct hazard mitigation activities for the entire state to prevent or reduce long-term risk to life and property from natural hazards.

On March 23, 2019, Iowa received a Presidential Disaster Declaration for flooding along the Missouri River

and flooding and storm damage in other areas of the state for the period of March 12-June 15. Eighty counties were included in this declaration for Public Assistance Program funding: Adair, Adams, Allamakee, Appanoose, Audubon, Boone, Bremer, Buchanan, Buena Vista, Butler, Calhoun, Carroll, Cass, Cherokee, Clay, Clayton, Clinton, Crawford, Dallas, Davis, Decatur, Des Moines, Dickinson, Emmet, Fayette, Floyd, Franklin, Fremont, Greene, Guthrie, Hamilton, Hancock, Hardin, Harrison, Henry, Howard, Humboldt, Ida, Iowa, Jackson, Jasper, Jones, Keokuk, Kossuth, Lee, Louisa, Lucas, Lyon, Madison, Mahaska, Marshall, Mills, Mitchell, Monona, Monroe, Montgomery, Muscatine, O'Brien, Osceola, Page, Palo Alto, Plymouth, Pocahontas, Polk, Pottawattamie, Ringgold, Sac, Scott, Shelby, Sioux, Tama, Union, Wapello, Wayne, Webster, Winnebago, Winneshiek, Woodbury, Worth, and Wright.

In addition, 10 counties were declared for the federal Individual Assistance Program, which provides assistance to impacted citizens and businesses. Those 10 counties were Fremont, Harrison, Louisa, Mills, Monona, Muscatine, Pottawattamie, Scott, Shelby, and Woodbury. More than \$15 million was approved for Iowans under this program. The declaration also included funding to conduct statewide hazard mitigation activities.

At the close of SFY 2019, Iowa had received 14 Presidential Disaster Declarations since 2013. It is anticipated more than \$2 billion in federal disaster recovery assistance will be delivered to the state for these disasters to repair and rebuild damaged infrastructure and to put in place measures to mitigate future impacts from Iowa's hazards.

Projects for these disasters that fall under the federal Public Assistance Program include repair to public buildings and utilities, debris removal, emergency protective measures such as sandbagging and search and rescue, repair to roads and bridges and water control facilities, and rebuilding parks and recreation areas. Some major recovery projects HSEMD has provided oversight for include extensive infrastructure damage from the 2008 flooding at the

## Presidential Disaster Declarations 2013-2019

May 6, 2013 Severe Winter Storm (April 9-11, 2013)

May 31, 2013 Severe Storms, Straight-line Winds, Flooding (April 17-30, 2013)

July 2, 2013 Severe Storms, Tornadoes, Flooding (May 19-June 14, 2013)

July 31, 2013 Severe Storms, Tornadoes, Flooding (June 21-28, 2013)

July 14, 2014 Severe Storms, Tornadoes, Straight-line Winds, Flooding (June 3-4, 2014)

July 24, 2014 Severe Storms, Tornadoes, Straight-line Winds, Flooding (June 14-23, 2014)

Aug. 5, 2014 Severe Storms, Tornadoes, Straight-line Winds, Flooding (June 26-July 7, 2014)

July 31, 2015 Severe Storms, Tornadoes, Straight-line Winds, Flooding (June 20-25, 2015)

Sept. 29, 2016 Severe Storms, Straight-line Winds, Flooding (Aug. 23-27, 2016)

Oct. 31, 2016 Severe Storms, Flooding (Sept. 21-Oct. 3, 2016)

Aug. 27, 2017 Severe Storms, Tornadoes, Straight-line Winds, Flooding (July 19-23, 2017)

Aug. 20, 2018 Severe Storms, Tornadoes, Straight-line Winds, Flooding (June 6-July 2, 2018)

Sept. 12, 2018 Severe Storms and Tornadoes (July 19, 2018)

March 23, 2019 Severe Storms and Flooding (March 12-June 15, 2019)

University of Iowa and in Cedar Rapids, and recovery activities in communities along the Missouri River following flooding in 2011 and 2019.

Recovery begins immediately after, and sometimes during, response to a disaster. HSEMD staff work closely with local officials to determine the extent and amount of damage. If damage is sufficient, the governor may request federal assistance through a Presidential Disaster Declaration. HSEMD also works with other State and federal entities to secure recovery assistance, including the Iowa Individual Assistance Grant Program, Iowa Disaster Case Management Program, and loans through the Small Business Administration.

## Damage Assessment

In SFY 2019 HSEMD and local emergency management partners continued the use of an electronic damage assessment tool to increase real-time situational awareness during disasters and to speed up the damage assessment process. The tool, which is GIS based, provides HSEMD and local emergency managers the ability to quickly upload information on impacted properties, including damage cost estimates and photos. This information provides an initial assessment and must be completed in order to request an official assessment of damage by FEMA, which is part of the process for requesting federal disaster assistance.

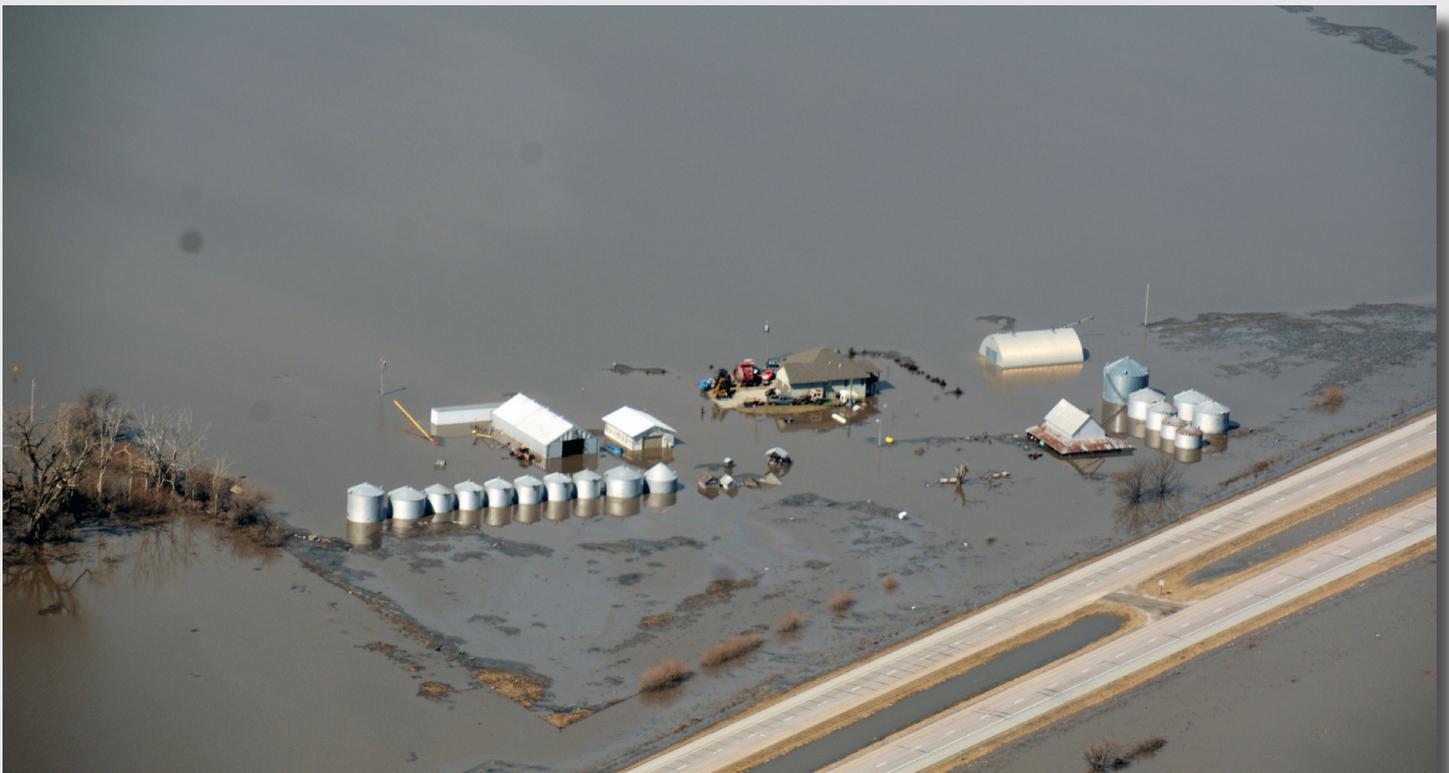
# Recovery

## Missouri River Flooding

Flooding along the Missouri River began in Iowa in March 2019. A perfect storm of intense snow and rain combined with warming temperatures and still-frozen ground left the water with nowhere to go. In Iowa alone, 40 federal and locally-owned levees were breached. Many communities were inundated, forcing residents to evacuate. Many residents would not be able to return to their homes for months and some were not able to return at all.

The State Emergency Operations Center was activated March 14 to coordinate the State's response efforts and remained open for 17 days. HSEMD, along with 25 public and private partner agencies, supported the disaster response during the activation and for many months after emergency operations had ceased formal operations. The governor issued 23 proclamations of disaster emergency through the end of the disaster's incident period, with three more issued as additional impacts were felt.

The Department continued to work closely with affected communities as they began the recovery process. Gov. Reynolds created the Flood Recovery Advisory Board to help coordinate a comprehensive flood recovery and rebuilding effort and appointed HSEMD Director Joyce Flinn as a member. The General Assembly passed, and the governor approved, legislation that appropriated \$15 million into Iowa's Flood Recovery Fund. This fund was used for purposes of flood response, recovery, or mitigation within counties designated under FEMA's Individual Assistance Program for the March 12-June 15, 2019, Presidential Disaster Declaration. (The board awarded funding to six projects in September 2019, including property buyouts and levee construction and repair in areas along the Missouri River.) HSEMD has also worked with partners to look for solutions to the shortage of housing caused by the flooding and with voluntary agencies to identify and fill unmet needs. The Department also worked closely with the governor's office to provide information to the public and the media through official websites, social media, and direct interaction.



**Fremont County farm surrounded by Missouri River floodwaters on March 19, 2019. Photo: HSEMD**

# Mitigation

During the mitigation phase of emergency management, HSEMD focuses on activities to reduce or eliminate long-term risk to people and property from natural hazards and their effects. Hazard mitigation activities are dedicated to breaking the cycle of damage, reconstruction, and repeated damage.

## Hazard Mitigation Projects

Hazard mitigation is any sustained action taken to reduce or eliminate long-term risk to people and property from natural hazards and their effects.

Since 2008 more than \$470 million has been spent on hazard mitigation projects throughout the state of Iowa. The Hazard Mitigation Assistance Programs have focused efforts on three primary areas: acquisition and relocation of structures in flood hazard areas; construction of tornado safe rooms in schools, community centers, and other public facilities; and hardening or rural electrical infrastructure to better withstand ice, snow, and wind storms.

The Department's property acquisition projects have resulted in millions of dollars in avoided loss from subsequent flooding. From 2013 to 2018, 189 properties, including residential and business structures, were permanently removed from the floodplain and three infrastructure projects were improved to provide permanent protection from anticipated damage. These projects resulted in more than \$200 million in avoided loss from subsequent flooding, and more than 6,000 avoided damage incidents to properties. Many more acquisition projects have been identified and are awaiting funding. Since 2008, 3,166 structures have been permanently removed from the floodplain. (Note: These figures do not include property acquisitions and infrastructure proj-

ects from the flooding that began along the Missouri River in March 2019 and impacted many areas of the state.)

Iowa's tornado safe room initiative has resulted in the installation of 68 safe rooms in communities across the state. These safe rooms are built to withstand wind speeds of up to 250 mph and associated debris impacts. Of the 68 safe rooms, 43 are installed in schools, with the remainder in public places, such as community centers and parks. Since 2007, more than 4,500 miles of rural electric infrastructure has been retrofitted, upgraded, or buried underground as part of Iowa's hazard mitigation efforts.

## Flood Mitigation Board

Nearly \$600 million in tax increment financing has been approved for flood mitigation projects by the Iowa Flood Mitigation Board. The board, created in 2012, was charged with developing a flood mitigation program for Iowa that allows certain governmental entities to submit flood mitigation projects to the board for review and possible approval for funding from sales tax increments. The application period for funding closed Jan. 1, 2016. The board continues to work with the communities that were awarded funding through review of project status reports and making adjustments if necessary.

The board itself is comprised of four members from the public, five members from State agencies, as well as four ex officio members from the Iowa General Assembly and one ex officio member from the Iowa Department of Revenue. The HSEMD director serves as the board chair.

# Mitigation

Ten Iowa communities have been awarded funding for flood mitigation projects after their applications were approved by the Iowa Flood Mitigation Board. It is projected that investment in these projects will yield a \$6 billion mitigation benefit. The communities' tax increment funding projects have been approved for the following amounts:

- Burlington \$26,200,000
- Dubuque \$98,494,178
- Iowa City \$8,497,249
- Storm Lake \$4,083,060
- Waverly \$5,647,004
- Cedar Falls \$6,625,000
- Cedar Rapids \$269,411,016
- Coralville \$9,769,000
- Council Bluffs, \$57,000,000
- Des Moines and Metropolitan Wastewater Reclamation Authority \$111,100,273

In addition, the board was tasked with distribution of Iowa's Flood Recovery Fund. See the Recovery section of this report for additional information.

## Iowa Watershed Approach

Through the National Disaster Resilience Competition, the U.S. Department of Housing and Urban Development (HUD) awarded the State of Iowa \$96.9 million to conduct a program to help its communities recover from prior disasters and improve their ability to recover more quickly from future disasters. The award came after a two-phase competition, during which several State and local agencies collaborated to create a program called the Iowa Watershed Approach (IWA) with the objective of reducing peak flows and nutrient reduction in nine watersheds.

Implemented in 2016, the IWA will accomplish six goals, including reducing flood risk, improving water quality, increasing resilience, engaging stakeholders, improving quality of life and health, and developing a program that can be replicated throughout the Midwest and the nation. Several projects have been completed while steady progress is being made on the remaining projects.

The Iowa Economic Development Authority is administering the grant award. HSEMD is providing technical assistance and planning expertise. Department staff are developing datasets to help assess potential flood risk to infrastructure, critical facilities, and vulnerable populations. In addition, HSEMD is producing watershed-based loss avoidance studies that examine the benefits of structural and nonstructural practices in the most impacted and distressed areas, along with strategies and recommendations for the sustainability of the IWA. Several projects have been completed, while others are seeing continued progress.

The IWA is consistent with other statewide programs in Iowa to reduce flooding and improve water quality. These programs include the Iowa Flood Mitigation Program and the Iowa Nutrient Reduction Strategy, which is designed to lead to measurable reduction of nutrients in our waterways.

# Prevention and Detection/Technology

With the addition of homeland security into the emergency management field, a fifth piece of the emergency management cycle is prevention and detection.

## Infrastructure Protection

HSEMD's Threat Information and Infrastructure Protection Program (TIIPP) was created following publication of the National Infrastructure Protection Plan in 2006. With this plan, the federal government placed new emphasis on infrastructure protection as one of the core focus areas of homeland security. Since its creation, the TIIPP has been HSEMD's interface with the public and private sectors for infrastructure protection, asset protection, catastrophic planning, special event planning, and information sharing. The TIIPP fulfills a broader homeland security role within Iowa's intelligence fusion system, connecting threat information to protection planning and emergency preparedness programs.

As part of its mission, the TIIPP performs assessments on the state's critical infrastructure lifeline sectors, including energy, water, transportation, and communications. An attack on components of these sectors could have widespread and grave consequences, and the assessments provide holders of these assets with information on a facility's physical and operational security and its resilience to attacks and natural hazards. Data from these assessments is used for planning and response purposes at the State and local levels. The TIIPP has also performed assessments for private nonprofit religious facilities, schools, and a number of other critical infrastructure facilities.

## Suspicious Activity Reporting

During SFY 2019, the Department promoted "If You See Something, Say Something,®" a national initiative to educate citizens on the importance of reporting suspicious activity. HSEMD partnered with the

U.S. Department of Homeland Security, Iowa Department of Public Safety, Iowa Emergency Management Association, Safeguard Iowa Partnership, Iowa State Sheriffs and Deputies Association, Iowa Police Chiefs Association, and the Iowa School Safety alliance to develop and deliver messages to the public, businesses, and schools. The "If You See Something, Say Something,®" message was also delivered via radio public service announcements, social media platforms, and the Say Something Iowa website developed by HSEMD, to reach a wide audience.



## Election Security

HSEMD played a role in the security of the midterm election in November 2018. The Department, at the invitation of Iowa Secretary of State Paul Pate, brought together partner agencies at the State Emergency Operations Center to monitor election security. Department staff were able to share their expertise in critical infrastructure security having participated in training and exercises that focused on national and state election security efforts.

Other partners in this effort were the Iowa Office of Chief Information Officer, Iowa Department of Public Safety, Iowa Communications Network, and U.S. Department of Homeland Security.

## Technology

In order to most effectively carry out its many duties, HSEMD must leverage available technology. From

# Technology

its administration of the state's 911 program, to implementation of a statewide emergency notification system, the Department utilizes, and sometimes creates, technological tools to improve the delivery of our services.

## Next Generation 911/GIS

Iowa was one of the first states to upgrade to a Next Generation 911 (NG911) network, called an Emergency Services IP Network (ESInet). This system allows for seamless and automatic rerouting and transfer of wireless 911 calls in the case of an outage, maintenance, or public safety answering point (PSAP) that is overwhelmed due to high call volume. This network has been in place for nearly eight years but currently only transports wireless 911 calls.

HSEMD has been working on a number of cost-saving initiatives legislated through Iowa Acts 2018, House File 2254. The first initiative allows wireline 911 traffic onto the NG911 network so wireline calls can also be seamlessly rerouted in the case of an outage. Planning for this change has been underway for more than one year and in the spring of 2020 the actual migration will begin, with completion expected by fall. The second initiative is the sharing of call processing equipment and will allow PSAPs to share technology using HSEMD funding. Currently 11 PSAPs have opted into this environment.

A critical component of NG911 relies on GIS data. GIS data is the foundation of Next Generation call routing, location validation, and emergency response. Data creation and maintenance starts with the local jurisdictions updating their master street address guide, road centerlines, and site structure address points in order to have a seamless, statewide GIS data set. While HSEMD had previously contracted for the statewide aggregation portal, ensuring the data is up to date and accurate is a critical local responsibility. With recent legislation, HSEMD has continued to provide local GIS grants of up to \$12,000 per PSAP. Local jurisdictions receive these grant funds once the quality of their data meets certain accuracy benchmarks. Those benchmarks are vital as we continue to increase accuracy and prepare the data for usage by the NG911 system.

## What if you can't call?



With this network upgrade HSEMD and its public safety partners have given Iowans the ability to reach 911 via text. Text-to-911 is a statewide system that allows cell phone users to send text messages in an emergency. Using Text-to-911 could be helpful for those who are deaf, hard of hearing, have a speech disability, or if making a voice call to 911 might be dangerous, or not possible. Currently Text-to-911 is available in all but one county.

## Alert Iowa

HSEMD launched Alert Iowa, a statewide emergency notification system, in October 2014. At the close of SFY 2019, 91 counties were using the system to provide emergency notifications to residents. HSEMD began working with State government departments in SFY2016 to bring them onto the system. Currently 32 State of Iowa departments use Alert Iowa to notify employees of emergencies.

# Technology

Citizens who sign up for Alert Iowa are able to choose the types of alerts they receive, such as for severe weather, 911 outages, or city- or regional-specific incidents. Residents in participating counties may receive alerts via landline and cell phone, text messaging, email, FAX, TTY/TDD, and social media. Photo, video, audio, and links may be included in the alerts to help recipients better understand the situation or where to get additional information. Citizens are able to sign up to receive and manage their alerts on their county's registration page and may sign up to receive alerts in multiple counties.



Alert Iowa utilizes FEMA's Integrated Public Alert and Warning Systems (IPAWS) to send imminent emergency and public safety messages through the Emergency Alert System, NOAA Weather Radio, and the Wireless Emergency Alerts System. Using IPAWS for State and local alerts is another method to ensure the most urgent information is delivered to as many

Iowans as possible when an emergency is happening and requires the public to take immediate action.

During SFY 2019, 71,000 new users signed up for Alert Iowa. The Alert Iowa system issued 3.4 million notifications via text and 1.6 million voice messages on a number of subjects, including severe weather, boil orders and road closures. In the spring of 2019, Alert Iowa was used to send alerts in several western Iowa counties to warn and advise residents impacted by flooding throughout the region. Residents were also provided safety instructions and other important information.

Alert Iowa was also used during the Register's Annual Great Bike Ride Across Iowa (RAGBRAI), the annual seven-day bicycle ride across the state. The more than 2,000 participants who signed up for event alerts were able to receive severe weather, and other types, of alerts as they traversed the state from the western border to the eastern border.

# Funding

## Funding

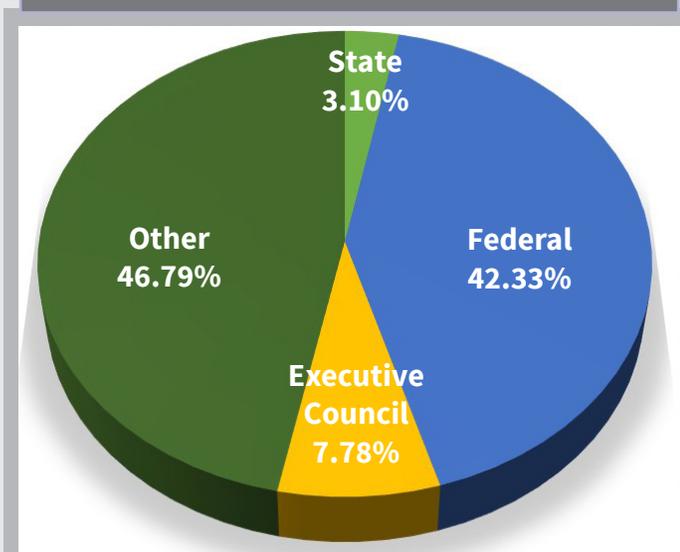
Funding for HSEMD comes from State appropriations, the Executive Council, federal disaster and non-disaster funds, and the private sector. In SFY 2019 HSEMD had revenues totaling \$68,395,105. Of this total, \$2,123,610 was from State appropriations, \$28,948,534 from federal grants, \$5,318,763 from the Executive Council and \$32,004,197 from other sources.

State appropriations accounted for 3.10 percent of revenues, while 42.33 percent came from federal disaster and non-disaster grants, 7.78 percent from the Executive Council for the State share of disaster assistance costs, and 46.79 percent from other sources, such as the E911 surcharges and the Technology Reinvestment Fund. HSEMD passed through \$56,150,759, or 82.10 percent, of federal, private and State funding to fund local emergency management and recovery activities.

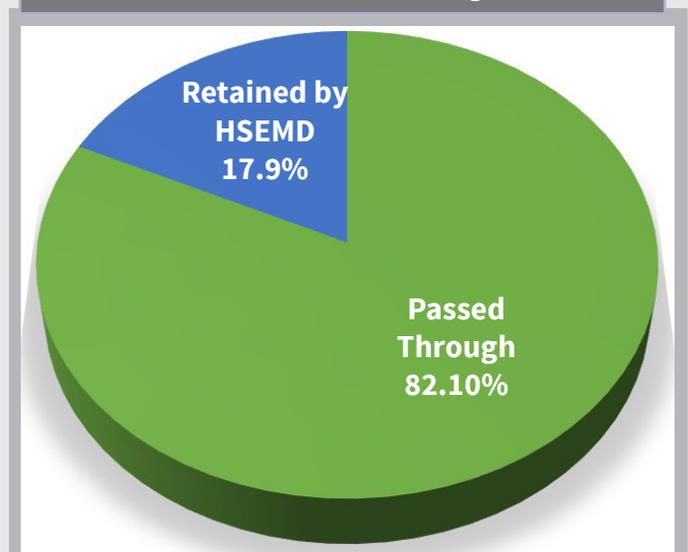
Funding was used by HSEMD for a wide range of projects, including:

- Facilitating and conducting exercises
- First responder training
- State and local response, recovery, and hazard mitigation planning
- Management of grants passed through to local governments
- Information and intelligence sharing with public and private partners
- Implementation of Alert Iowa
- Public outreach to promote individual and family preparedness
- Staffing and readiness of the State Emergency Operations Center
- Disaster response and recovery work
- Oversight and administration of the Radiological Emergency Preparedness Program
- Oversight and administration of 911

SFY 2019 Revenues



SFY 2019 Pass Through



# HSEMD Performance Plan Results SFY 2019

**Name of Agency:** Department of Homeland Security and Emergency Management (HSEMD)

**Agency Mission:** Lead, coordinate and support homeland security and emergency management functions in order to establish sustainable communities and ensure economic opportunities for Iowa and its citizens.

**Core Function:** Emergency Management, Domestic Security, Public Health Disaster Preparedness

Performance Measure (Outcome)	Performance Target	Performance Actual	Performance Comments & Analysis
1. Percent of sustainable local governments	87%	84.57%	What Occurred: Performance standard was not met due to efforts in training and disaster recovery not meeting original goals. These shortfalls can be noted in the area-specific performance standards.  <i>Data Source:</i> HSEMD
2. Percent of State of Iowa government that is sustainable	92%	89%	What Occurred: Performance standard was not met due to efforts in training and disaster recovery not meeting original goals. These shortfalls can be noted in the area-specific performance standards.  <i>Data Source:</i> HSEMD

**Service, Product or Activity:** Emergency Planning

Performance Measure	Performance Target	Performance Actual	Performance Comments & Analysis
1. Percent of jurisdictions with response plans meeting standards	100%	99%	What Occurred: Performance standard was not met. One county did not complete required planning effort within the fiscal year. Staff is actively engaged with the county to ensure completion.  <i>Data Source:</i> HSEMD
2. Percent of jurisdictions with recovery plans meeting standards	100%	99%	What Occurred: Performance standard was not met. One county did not complete required planning effort within the fiscal year. Staff is actively engaged with the county to ensure completion.  <i>Data Source:</i> HSEMD
3. Percent of jurisdictions with DMA-2000 plans	80%	90%	What Occurred: Performance standard was exceeded. DMA compliance is only required for jurisdictions that will be applying for federal mitigation funds. Jurisdictions will bring their plan to full compliance when applying for those funds.  <i>Data Source:</i> HSEMD

# HSEMD Performance Plan Results SFY 2019

<b>Service, Product or Activity: Emergency Training</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent HSEMD State employees trained to standards	100%	80%	What Occurred: Performance standard was not met. The department added several new staff members that have not yet completed the required training.  <i>Data Source: HSEMD</i>
2. Percent of county homeland security and emergency management coordinators trained to standards	85%	64%	What Occurred: Performance standard was not met. There have been a number of new local hires that have not yet completed the required training.  <i>Data Source: HSEMD</i>
3. Number of responders trained – HSEMD	14,000	14,455	What Occurred: Performance standard was exceeded.  <i>Data Source: HSEMD</i>
<b>Service, Product or Activity: Emergency Exercises</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent State government emergency exercises completed as required	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
2. Percent of local government emergency exercises completed	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
<b>Service, Product or Activity: Emergency Readiness</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent readiness level of SEOC facility	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
2. Percent of forward command post facilities maintained at readiness level	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
3. Percent of Iowa counties participating in Iowa Mutual Aid Compact	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
4. Percent of Iowa municipalities participating in Iowa Mutual Aid Compact	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>

# HSEMD Performance Plan Results SFY 2019

<b>Service, Product or Activity: Disaster Recovery</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent of funded Public Assistance projects completed	75%	69%	What Occurred: Performance standard was not met. The 2008 flood disaster work was closed. In addition, two new disasters were added in the last fiscal year. This essentially reset the standard due to the large number of projects associated with that disaster.  <i>Data Source: HSEMD</i>
2. Percent of submitted hazard mitigation projects	65%	38%	What Occurred: Performance standard was not met. The 2008 flood disaster work was closed. This essentially reset the standard due to the large number of projects associated with that disaster.  <i>Data Source: HSEMD</i>
<b>Service, Product or Activity: Communications</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent public safety answering points with wireless phase II	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
2. Percent providers providing 911 wireless phase II services	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>
3. Percent of local jurisdictions with interoperable communications capabilities for first responders	85%	75%	Performance standard was not met. Continued deployment of ISICS will lead to an increase in this measure.  <i>Data Source: HSEMD</i>
4. Percent of Iowa first responder agencies with access to the Fusion Center's information system	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: Iowa Department of Public Safety</i>
<b>Service, Product or Activity: Homeland Security</b>			
<b>Performance Measure</b>	<b>Performance Target</b>	<b>Performance Actual</b>	<b>Performance Comments &amp; Analysis</b>
1. Percent of five-year Iowa Homeland Security Strategy projects funded and initiated	65%	75%	What Occurred: Performance standard was exceeded.  <i>Data Source: HSEMD</i>
2. Percent of local jurisdictions compliant with the National Incident Management System	100%	100%	What Occurred: Performance standard was met.  <i>Data Source: HSEMD</i>