

# ANNUAL REPORT SFY 2020



IOWA DEPARTMENT OF  
HOMELAND SECURITY AND  
EMERGENCY MANAGEMENT

V. Joyce Flinn  
Director

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# A Message from the Director

SFY 2020 was a busy and challenging time for the Iowa Department of Homeland Security and Emergency Management. While much of this time was spent on our normal disaster and day-to-day work, Iowa's response to the pandemic required us to adapt and respond to a disaster like no other.

The State Emergency Operations Center was activated in early March 2020 to coordinate the State of Iowa's response to COVID-19. As is our role in all disasters, HSEMD coordinated the response in conjunction with the governor's office, the Iowa Department of Public Health, and multiple state agency and private sector partners. One of HSEMD's key responsibilities was procurement and statewide delivery and distribution, of more than eight million items of personal protective equipment and other supplies between March and June 2020. The Department was also instrumental in the effort to ensure the increasing number of Iowans who were food-insecure had access to food through the state's food banks. Our work on the pandemic response is expected to continue well into 2021.

Also in SFY 2020 the Department continued to assist in the recovery of counties and communities affected by the March 2019 flooding along the Missouri and Mississippi rivers, and in other areas of the state. A Presidential Disaster Declaration made federal aid available in 80 counties to help local governments and some nonprofit organizations recover and rebuild. Assistance was also available to residents of 10 counties. To aid in this recovery, the Iowa legislature appropriated a total of \$36 million to a Flood Recovery Fund through the Flood Mitigation Board. As chair of the Board, the Department played a key role in working with eligible communities to develop applications and submit them to the Board for review and funding recommendations. Recovery work for this disaster is expected to continue for several more years.

While much of our time was spent on disaster response and recovery efforts this past fiscal year, we had to carry out our day-to-day work as well. Bills were paid, response and recovery plans were completed, responders were trained, preparedness information was provided to the public, the state's 911 system was upgraded, and projects to mitigate the risk to people and property were completed. In SFY 2021 we will continue our disaster response and recovery work and continue to implement the many programs that make Iowa and Iowans better prepared for all emergencies and disasters.

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.

We have only been able to touch upon a few of HSEMD's programs and initiatives in this report. I urge you to learn more 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.

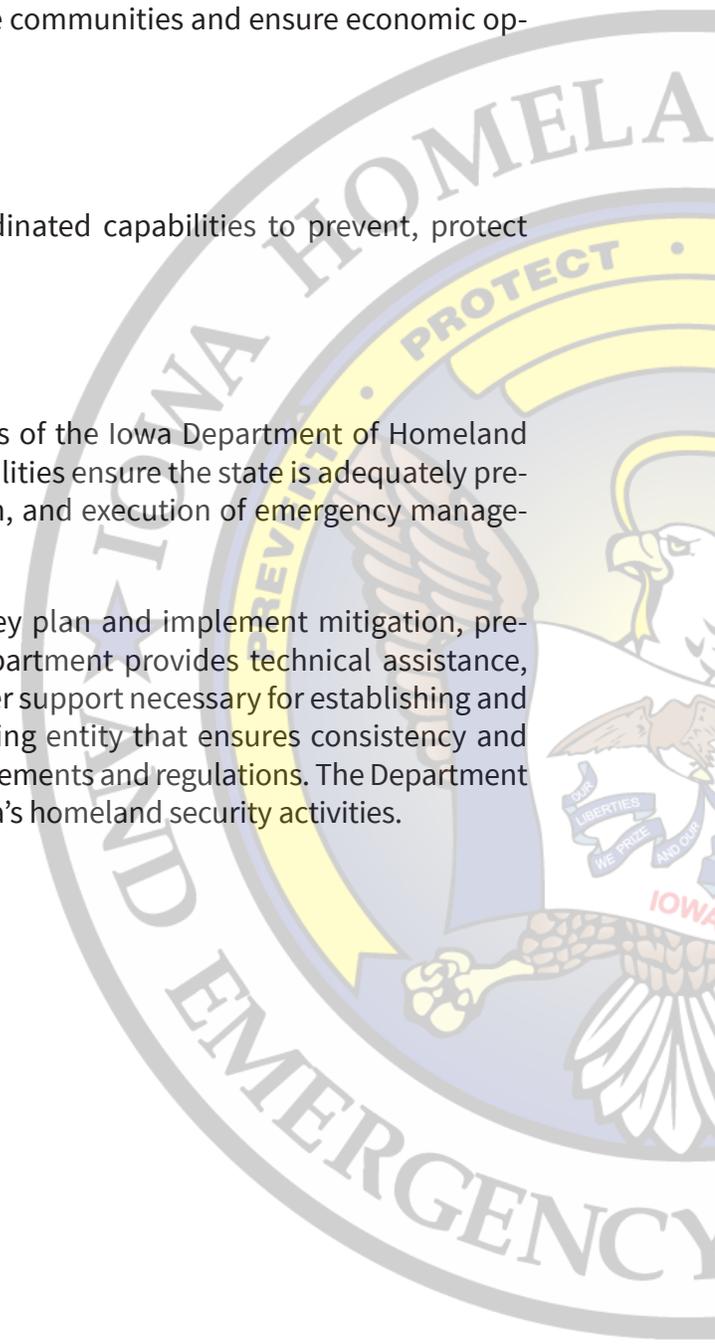
## HSEMD Vision

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

In 1965, Iowa Governor Harold Hughes created the State Civil Defense Agency with a focus on the threat of nuclear war. Since that time, The Iowa Department of Homeland Security and Emergency Management has undergone many changes to evolve into an organization that is prepared for multiple hazards, natural and human caused.

In the 1970s, the focus expanded to include the management of naturally caused emergencies and disasters. Management of radiological and hazardous materials incidents were added in the 1980s and the office adopted an all-hazards approach to emergency management.

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.

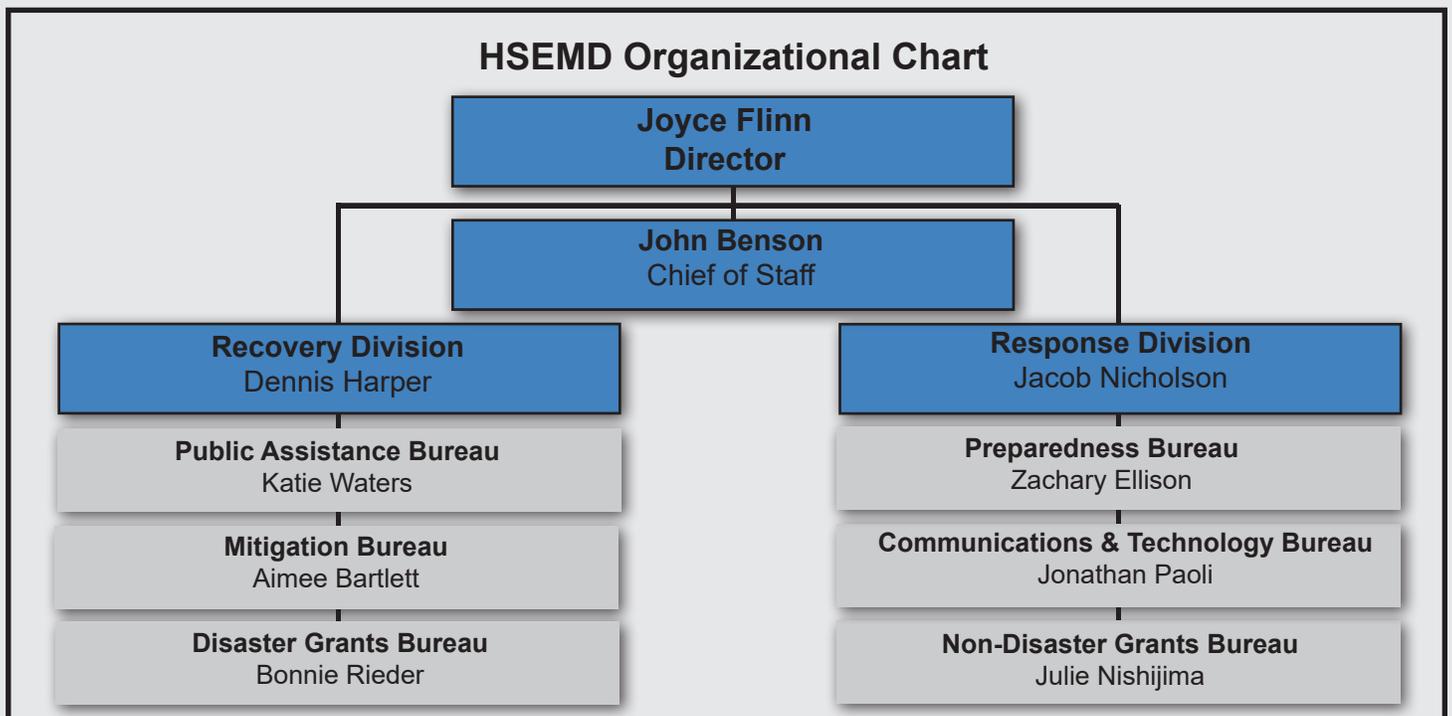
The 2001 terrorist attacks in the United States once

again redefined Iowa's emergency management approach. 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 the Iowa General Assembly approved legislation that was then signed into law by the governor.

## 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: Jacob Nicholson, Administrator*



# HSEMD Overview

The Response Division coordinates the State of Iowa's response to disasters and emergencies. The 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 where the state's response to disasters is coordinated. 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 system administration, 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 relations.

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 funding under Iowa Code Chapter 418.

Following a disaster, 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 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 the Federal Emergency Management Agency (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.

Planning for emergencies ensures that emergency services, local authorities, and other organizations better communicate and coordinate efforts, improving disaster response and post-disaster recovery. Federal, State, and local planning provides safety and security for the public for a full spectrum of potential disasters.

HSEMD takes a strategic, all-hazards approach to planning. The Department is required by Iowa law to prepare a comprehensive plan for disaster response, recovery, and mitigation. The Iowa Comprehensive Emergency Plan is comprised of four separate plans for emergency response, hazard mitigation, disaster recovery, and critical asset protection. HSEMD regularly updates these plans to ensure they remain timely and relevant for Iowa's hazards.

Successful planning is built on partnerships. HSEMD works closely with emergency managers to complete yearly updates of key components of local response plans, promotes and provides training to support those plan components, and conducts exercises that test the plans and training. The Department also engages with local partners on recovery and hazard mitigation planning efforts.

HSEMD is involved in planning efforts with other State agencies, including the Iowa Department of Agriculture and Land Stewardship for animal disease response, the Iowa Department of Public Health for health-related hazards, the Iowa Office of Secretary of State for election security, and the Iowa Department of Education for school safety.

Training prepares State and local first responders to prevent, protect, respond to, and recover from a variety of emergency situations. HSEMD has worked with its many partners in the delivery of courses to thousands of responders at all levels of government throughout the state. In SFY 2020 nearly 19,000 responders trained on a variety of topics in order to prepare for a wide array of hazards. Many exercises and training courses during SFY 2020 had to be cancelled or rescheduled due to the pandemic.

Exercises are designed to test the ability of participants to respond to terrorism incidents and natural disasters, how to use equipment, and also to test skills learned through planning and training. HSEMD conducts, participates in, and/or supports many exercises each year. 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 2020 HSEMD staff participated in nine exercises to test response plans and to identify areas

# Preparedness

for improvement, such as revisions to emergency plans, training of staff, and purchase of equipment to fill gaps in capabilities. Exercises focused on key components of response, including transportation, public works and engineering, logistics, and energy systems.

## 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.

## Radiological Emergency Preparedness

At the end of SFY 2020 two nuclear power plants operated in or near Iowa's borders, with NextEra Energy-Duane Arnold Energy Center at Palo being the only one located in the state. (Note: Duane Arnold Energy Center was scheduled to be decommissioned in October 2020 but because of damage sustained during the Aug. 10, 2020, derecho, the plant did not restart the reactor.) 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 radiation.

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 2020 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 each year with the power plants.

## Disaster Response

During the response phase of emergency management, the Iowa Department of Homeland Security and Emergency Management serves as the 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 activations may last for only a few hours in a small incident, or may extend for several weeks or months for large-scale disasters.

## 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 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



**Tama County grain bins collapsed in the derecho storm.**  
**Photo: Kip Ladage, Bremer County Emergency Management**

management coordinator may request assistance through the Iowa Mutual Aid Compact (IMAC), an intrastate 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 2020 the governor issued nine proclamations of disaster emergency that allowed State resources to be used to respond to and recover from severe weather in multiple counties. The proclamations of disaster emergency activated the Iowa Individual Assistance Grant Program for residents in those counties impacted by the severe weather. This program, administered by the Iowa Department of Human Services, 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. These proclamations also activated Iowa's Disaster Case Management Program through which disaster case managers work with clients to create a disaster recovery plan and provide guidance, advice, and referral to obtain a service or resource.

Also during SFY 2020 the governor issued 19 proclamations pertaining to the COVID-19 pandemic, including 17 state public health emergency declarations, one proclamation waiving transportation weight requirements during the pandemic, and one proclamation of disaster emergency to activate the State of Iowa emergency response plan at the beginning of the pandemic.

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. 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 individuals and public entities.

## 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 de-

ployed as a resource to supplement and enhance disrupted and overburdened local emergency and disaster operations capabilities. HSEMD does not directly operate any of these teams, but 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 management, 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



**Storm-damaged trees surround a residence in Dysart, Iowa.**  
Photo: Kip Ladage, Bremer County Emergency Management

# Response

and the team has also been mobilized to assist with disaster damage assessment and re-entry operations for residents impacted by flooding.

Iowa's Incident Management Team (IMT) is a cadre 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 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 2020, 69 pumps, which are pivotal tools for fighting floods, were staged and ready to be deployed at locations throughout the state. 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. (Note: During the response to the Aug. 10, 2020, derecho, these generators were deployed to communities to support needs for local entities ranging from water and wastewater treatment plants to emergency shelters.) 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 re-

covery from any disaster is volunteers. HSEMD is a member of the Iowa Disaster Human Resource Council (IDHRC), which helps 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.

As part of Iowa's response to COVID-19, HSEMD and the IDHRC collaborated with local, State, and federal partners to identify needs and volunteer resources to fill those needs. The group also formed a COVID-19 task force to coordinate the IDHRC's pandemic response 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 gather local situational awareness for Department staff who are monitoring emerging emergency situations. This information helps HSEMD operations staff to better understand lo-

# Response

cal 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, including the State of Iowa's response to the pandemic. From January through June of 2020, 684 Facebook posts reached a total of 1.7 million people. More than 900,000 people were reached by 455 Tweets issued by HSEMD in that period. A majority of those messages provided information and resources related to Iowa's response to COVID-19 and actions citizens could and should take to prevent the spread of the virus. HSEMD also used social media to correct rumors and misinformation surrounding the pandemic.

## Iowa's COVID-19 Response

During the last few months of SFY 2020, and continuing into SFY 2021, HSEMD played a key role in the State's response to the COVID-19 pandemic. Iowa's State Emergency Operations Center was the hub of the State's pandemic response. HSEMD coordinated with and supported the governor's office, the Iowa Department of Public Health, and multiple State and private agencies to identify emergency needs, and to project and anticipate future needs, for our State and local partners.

An important function of HSEMD during the pandemic response was to coordinate the statewide distribution and delivery of vital resources, including personal protective equipment (PPE). From March through June 2020, the State of Iowa completed delivery of 8.4 million individual items of PPE and other supplies to county emergency management agencies and other partners involved in the pandemic response. Delivery of

these items ensured desperately needed resources were available in communities throughout the state.

Early in Iowa's response to the pandemic, the governor identified a need to ensure the food security of our citizens. HSEMD has played a key role in this effort through participation in the Feeding Iowans Task Force. The task force, chaired by the lieutenant governor, has collaborated with a number of government and private-sector agencies to assess unmet needs and identify the resources available to fill those needs. In addition to providing coordination and support to the task force, HSEMD spearheaded the initiative to purchase and repackage hard-to-find bulk food products for distribution through food banks. With the help of community volunteers and the National Civilian Community Corps through AmeriCorps, the Feeding Iowans Task Force was able to provide crucial food assistance to Iowans impacted by the pandemic.



**Iowa National Guard Members assist with logistics at a Test Iowa site. Photo: Iowa National Guard**

# Recovery

During the recovery phase of emergency management, HSEMD activities focus on providing assistance to affected communities and citizens.

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 administers federal recovery programs that are activated by a Presidential Disaster Declaration.

The Department is involved in all facets of recovery, from assessing damage and formally requesting federal assistance, to ensuring applicants meet all State and federal regulations when developing and completing projects.

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.

At the close of SFY 2020 Iowa had received 15 Presidential Disaster Declarations since 2013.

## Iowa's Pandemic Recovery

On March 23, 2020, Iowa was granted a Presidential Major Disaster Declaration that made available Public Assistance Program funding for emergency protective measures and direct federal assistance related to the pandemic.

This Public Assistance funding was used to offset costs for emergency protective measures that were taken during the COVID-19 response by local and state governmental entities and eligible private non-

profit organizations. (Note: As of November 2020, more than 550 Iowa entities had applied for Public Assistance Program funding and \$185 million had been obligated through this program.) Also under this declaration, direct federal assistance was made available for materials, supplies, or equipment related to the COVID-19 response, including medically related items from the Strategic National Stockpile.

## Flood Recovery Continues

During SFY 2020 HSEMD continued to work with communities impacted by the 2019 flooding along the Missouri and Mississippi rivers and other areas of the state. Iowa received a Presidential Disaster Declaration for flooding and storm damage that occurred between March 12 and June 15, 2019. Eighty counties were included in this declaration for FEMA's Public Assistance Program. Ten counties were included for the Individual Assistance Program, through which \$15 million was provided to Iowans. It is estimated the total funding for Public Assistance Program projects will be \$241 million, with the State receiving more than \$40 million to carry out hazard mitigation projects statewide.



**Flooding in Hamburg, Iowa, in 2019.**

# 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.

## Investment in Hazard Mitigation Pays off for Iowa

Since 2008 more than \$515 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; infrastructure projects for flood control and storm water management; and hardening of 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 2014 to 2019, 225 properties, including residential and business structures, were permanently removed from the floodplain and 18 infrastructure projects provided permanent protection from anticipated damage. These projects resulted in more than \$47 million in avoided loss from subsequent flooding, and 425 avoided-damage incidents to properties. Since 2008, 3,187 structures have been permanently removed from the floodplain. (Note: These figures do not include property acquisitions and infrastructure projects from the flooding that began along the Missouri River in March 2019 and affected many areas of the state.)

More than \$89 million has been invested to upgrade aging infrastructure and install new flood mitigation measures across the state, including detention basins, flood barriers, and storm sewer upgrades. Since 2007, more than 4,500 miles of rural electric infrastructure have been retrofitted, upgraded, or buried underground as part of Iowa's hazard mitigation efforts.

The Department is also managing FEMA's new pre-disaster mitigation program, Building Resilient Infrastructure and Communities (BRIC). Funding through this program has the potential to make hundreds of millions of dollars available for hazard mitigation in the coming years. Using this funding, FEMA and the State of Iowa will focus on large, innovative projects to mitigate multiple hazards and impact various community lifelines, with an emphasis on adopting, amending, and implementing current building codes across the state. During the 2020 session of the Iowa General Assembly, legislation was passed that will authorize the State of Iowa to leverage BRIC funding by providing matching funds to local entities for pre-disaster mitigation programs. Prior to the passage of this legislation, the State could only provide matching funds for hazard mitigation programs activated by a Presidential Disaster Declaration. This change will further enhance the safety of Iowans and provide incentive for local applicants to apply for pre-disaster hazard mitigation programs.

## Advanced Mitigation Planning

Iowa is one of only 14 states and territories that has an Enhanced Hazard Mitigation Plan that has been approved by FEMA. Approval of an enhanced plan qualifies 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 and property, and economic injury. Iowa's plan is an inter-agency plan that integrates local and State planning efforts through Iowa's 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.

# Mitigation

## Iowa Mitigation Successes Nationally Recognized

In November 2019, the Pew Charitable Trusts recognized HSEMD for its mitigation successes. As part of an extensive research project, Pew identified Iowa as one of 13 states or cities that had adopted policies that had resulted in effective flood mitigation. Pew highlighted the Iowa Watershed Approach and the Iowa Flood Mitigation Board and how these efforts are helping to protect communities from flooding. Learn more about Iowa's efforts on the Pew website.

## Flood Mitigation Board

The Iowa Flood Mitigation Board was created by the Iowa General Assembly and signed into law (Iowa Code Chapter 418) in 2012. The board 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.

When created, the board was charged with developing a flood mitigation program for Iowa that allows certain governmental entities to submit flood mitigation projects for review and possible approval for funding from sales tax increments or legislative appropriations.

Nearly \$600 million in tax increment financing has been approved for flood mitigation projects by the Iowa Flood Mitigation Board. Although 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 to time extensions, and scope of work or budget changes if necessary. Ten Iowa communities have been awarded sales tax increment funding for flood mitigation projects 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 Iowa Flood Mitigation Board has distributed \$36 million from the Iowa Flood Recovery Fund for critical recovery and redevelopment projects in communities impacted by 2019 flooding. The board distributed a \$15 million legislative appropriation in September 2019, followed by an additional appropriation of \$21 million in February 2020. Projects eligible for this funding include emergency work to save lives, protect public health and safety, and protect public or private property. Funding has been awarded for multiple projects, including property buyouts and levee construction and repair. Details on these projects are available on the HSEMD website: [www.homelandsecurity.iowa.gov](http://www.homelandsecurity.iowa.gov).



# 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

Critical infrastructure contains systems and assets, both physical and virtual, so important to the functioning of our society that their incapacitation or destruction would greatly affect vital services provided to citizens through the public and private sectors. HSEMD's Threat Information and Infrastructure Program (TIIPP) enhances the overall security and resiliency of Iowa's critical infrastructure by offering services to reduce vulnerabilities and limit risks to critical assets. Partners in the public and private sectors seek guidance and collaboration with HSEMD's TIIPP, especially when establishing emergency preparedness, planning, training, exercise, and response activities associated with critical infrastructure protection.

In SFY 2020, the public and private sectors were greatly affected by the COVID-19 pandemic. The TIIPP, as a liaison to critical infrastructure partners, immediately began collaborative efforts with the public and private sectors by identifying needs and coordinating resources so Iowa's communities could continue to receive services essential for safety and security.

## Election Security

HSEMD has played a role in the security of Iowa's elections since 2018. The Department, at the invitation of Iowa's Secretary of State, has worked with State and federal partner agencies for training and

exercises that have focused on State and national security efforts. In addition, HSEMD and its election security partners have come together at the State Emergency Operations Center to monitor security for the 2018 and 2020 elections. Other partners in this effort were the Iowa Office of Chief Information Officer, Iowa Department of Public Safety, Iowa Communications Network, Iowa National Guard, and U.S. Department of Homeland Security.



**Director Joyce Flinn pictured with Iowa Secretary of State Paul Pate and the election security A-Team.**

# Prevention and Detection/Technology

## Technology

In order to most effectively carry out its many duties, HSEMD must leverage available technology. From 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, in place for nearly nine years, had previously only transported wireless 911 calls. Through Iowa Acts 2018, House File 2254, HSEMD is now in the midst of a project that will also transport wireline 911 calls on the ESInet. More than 40 PSAPs now receive both wireline and wireless calls over the ESInet.

The same enacting legislation allowed PSAPs to begin sharing State-owned call processing equipment, saving PSAPs and local jurisdictions from having to purchase their own standalone equipment. Currently 21 PSAPs are sharing call processing equipment. In order to increase redundancy in this equipment-sharing environment, HSEMD has procured and enabled FirstNet LTE data connections to ensure a reliable connection. This is in addition to the regular, ICN-connected ESInet. FirstNet is the

congressionally funded and developed National Broadband Public Safety Network developed for use by first responders and public safety organizations.

A critical component of NG911 relies on is 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 important as we continue to increase accuracy and prepare the data for usage by the NG911 system.

The 911 Program also completed a strategic plan to guide the program for the next five years. This effort began in the fall of 2019 with a peer assessment, completed by a panel of national experts and sponsored by the National 911 Program Office, to analyze the State's 911 program. The strategic plan addresses the items the panel identified as needing additional work and discussion within the state.

## Alert Iowa

HSEMD launched Alert Iowa, a statewide emergency notification system, in October 2014. At the close of SFY 2020, 91 counties were using the system to provide emergency notifications to residents. HSEMD

## Prevention and Detection/Technology

began working with State government departments in SFY 2016 to bring them onto the system. Currently 38 State of Iowa departments and boards use Alert Iowa to notify employees of emergencies.



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 2020, 29,000 new users signed up for Alert Iowa. The Alert Iowa system issued 3.7 million notifications via text and 1.5 million voice messages on a number of subjects, including severe weather, boil orders, and road closures.

# Funding

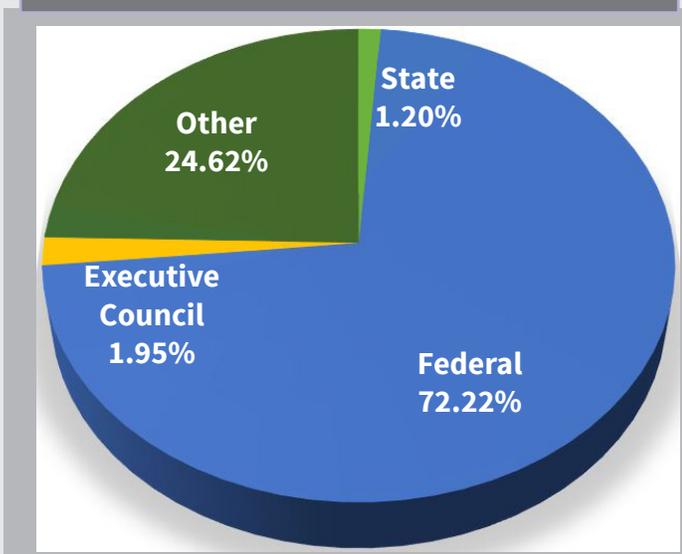
Funding for HSEMD comes from State appropriations, the Executive Council, federal disaster and non-disaster funds, and the private sector. In SFY 2020 HSEMD had revenues totaling \$177,843,297.60. Of this total, \$2,139,390 was from State appropriations, \$128,444,807.26 from federal grants, \$3,466,625.18 from the Executive Council, and \$43,792,475.16 from other sources.

State appropriations accounted for 1.20 percent of revenues, while 72.22 percent came from federal disaster and non-disaster grants, 1.95 percent from the Executive Council for the State share of disaster assistance costs, and 24.62 percent from other sources, such as 911 surcharges, the Flood Recovery Fund, nuclear power plants, and the Technology Reinvestment Fund. HSEMD passed through \$112,245,000.56 or 63.11 percent of federal, private, and State funding to fund local emergency management and recovery activities.

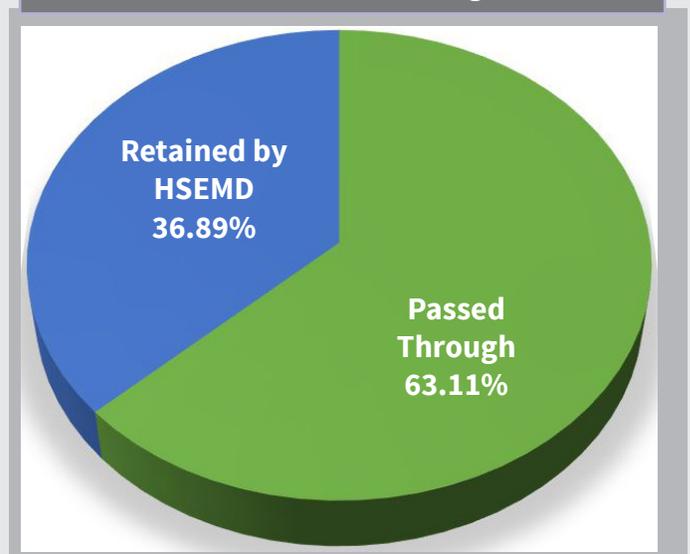
Funding was used by HSEMD for a wide range of projects, including:

- 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 2020 Revenues



SFY 2020 Pass Through



# HSEMD Performance Plan Results SFY 2020

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

## Performance Plan Results

**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%	82%	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%	82%	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%	100%	What Occurred: Performance standard was met.  <i>Data Source:</i> HSEMD
2. Percent of jurisdictions with recovery plans meeting standards	100%	100%	What Occurred: Performance standard was met.  <i>Data Source:</i> HSEMD
3. Percent of jurisdictions with DMA-2000 plans	95%	80%	What Occurred: Performance standard was not met. 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 2020

<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%	63%	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	18,929	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 2020

<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%	36%	What Occurred: Performance standard was not met. The department has many “young” disasters on the books. As these disasters are worked to completion, this performance standard will improve.  <i>Data Source:</i> HSEMD
2. Percent of submitted hazard mitigation projects	65%	56%	What Occurred: Performance standard was not met. The department has many “young” disasters on the books. As these disasters are worked to completion, this performance standard will improve. Note that mitigation project completion lags behind public assistance projects.  <i>Data Source:</i> HSEMD
<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:</i> HSEMD
2. Percent providers providing 911 wireless phase II services	100%	100%	What Occurred: Performance standard was met.  <i>Data Source:</i> HSEMD
3. Percent of local jurisdictions with interoperable communications capabilities for first responders	85%	85%	Performance standard was met.  <i>Data Source:</i> HSEMD
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:</i> Iowa Department of Public Safety
<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	80%	80%	What Occurred: Performance standard was met.  <i>Data Source:</i> HSEMD
2. Percent of local jurisdictions compliant with the National Incident Management System	100%	100%	What Occurred: Performance standard was met.  <i>Data Source:</i> HSEMD