

CITY OF GREENLEAF

Emergency Operations Plan

11 July 2017





CITY OF GREENLEAF

20523 North Whittier Drive
Greenleaf, Idaho 83626



RESOLUTION #183

(Emergency Operations Plan)

Sponsored by: Steven Jett

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GREENLEAF, CANYON COUNTY, IDAHO, ADOPTING AN EMERGENCY OPERATIONS PLAN IN CONFORMANCE WITH GREENLEAF CODE §5-6-3:C; DECLARING THAT ALL PREVIOUS RESOLUTIONS, ORDERS OR PARTS THEREOF IN CONFLICT ARE NULL AND VOID; PROVIDING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, Greenleaf Code §5-6-3:C calls for development of an Emergency Operations Plan,

Now, therefore, be it resolved by the Mayor and Council of the City of Greenleaf, Idaho, as follows:

Section 1. The attached Exhibit "A" be adopted as an Emergency Operations Plan for the City of Greenleaf in conformance with Greenleaf Code §5-6-3:C.

Section 2. All previous resolutions, orders, or parts thereof in conflict with this Resolution are hereby null and void to the extent of the conflict.

Section 3. If any part of this resolution is declared to be invalid by a court of competent jurisdiction, then the remaining portion shall remain in effect.

Section 4. The City Clerk is directed to assign the next sequential resolution number and this Resolution shall be in full force and take effect upon adoption and approval by the City Council of the City of Greenleaf.

Adopted by the City Council of the City of Greenleaf this 11th day of July, 2017.


Bradley Holton, Mayor

Attest:


Lee C. Belt, City Clerk



City of Greenleaf, Idaho
EMERGENCY OPERATIONS PLAN

Adopted by the City on 11 July 2017 as Resolution No. 183 - Exhibit 'A'

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City of Greenleaf, Idaho
EMERGENCY OPERATIONS PLAN
Adopted by the City on 11 July 2017 as Resolution No. 183 - Exhibit 'A'

Emergency Operations Plan

PURPOSE STATEMENT

This Emergency Operations Plan (EOP) is created in accordance with Greenleaf Code §5-6-3:C, and is intended as a general resource to compliment the 2013 Canyon County Multi-Jurisdiction All-Hazard Mitigation Plan (AHMP) and the 2015 Canyon County EOP, and assist the city in addressing the areas of concern listed in Greenleaf Code §5-6-3:B, as follow:

- Emergency communications
- RAPID disaster assessment capability (within 1 to 3 hours of event)
- Residents ability to shelter-in-place
- Evacuation
- Receipt of refugees (evacuees)

MAINTENANCE SCHEDULE

Annual by the City Clerk, with submission of changes to the Council in resolution form.

SITUATION AND ASSUMPTIONS

For police response, the City of Greenleaf contracts with the City of Wilder for police services, including ordinance enforcement and animal control. The closest Wilder police station is approximately five (5) miles away in the City of Wilder.

For fire response, the City of Greenleaf lies within and is served by the Caldwell Rural Fire Protection District, which contracts with the City of Caldwell Fire Department for service. The closest fire station is approximately five (5) miles away in the City of Caldwell. An agreement is in place for Canyon County to simultaneously dispatch both the Caldwell Rural Fire Protection District and the Wilder Rural Fire Protection District (station at the north end of the City of Wilder, approximately five (5) miles away) in the event of a structure fire within one mile from the border of these two fire districts at Tucker Road, on the west boundary of the Greenleaf City Limits.

For emergency medical service (EMS) response, the City of Greenleaf lies within and is served by the Canyon County Ambulance District. Ambulance stations are located in the City of Caldwell and in the City of Wilder.

In the event of a regional emergency or disaster incident impacting the City of Caldwell and/or the City of Wilder, normal emergency service providers (police, fire, and EMS) may be significantly delayed in their ability to respond to the City of Greenleaf.

Major emergency or disaster incidents are generally classified as:

- Weather hazards (i.e. drought, extreme heat or cold, severe winter storms, lightning, hail, tornado, etc.)
- Flood hazards (i.e. flash flood, river flood, dam failure, etc.)
- Geologic hazards (i.e. earthquake & landslide)
- Other natural hazards (i.e. wildfire & disease)
- Technological or man-made hazards (i.e. structural fires, hazardous materials, civil disorder, & terrorism).

The responsibility for emergency or disaster preparedness and response lies first with individuals, second with families, third with local jurisdictions (such as the City of Greenleaf). The city may declare a disaster for assistance from the County, which may declare a disaster for assistance from State of Idaho and Federal resources.

Individuals and families should prepare themselves to provide for their own needs during the first 96 hours (four days) of a major emergency / disaster event, as recommended in Greenleaf Code §5-6-2.

In practical terms and at the most basic level, the objective of preparedness and response to a major emergency or disaster incident is threefold:

1. Planning and mitigation efforts for anticipated hazards
2. Immediate response to either shelter-in-place until the incident abates and/or assistance arrives, or to evacuate until the incident abates and it is safe to return.
3. Recovery from the event.

Hazard/risk analysis statement

The 2013 Canyon County AHMP identifies the top five hazards by probability of occurrence in Canyon County, Idaho as follows:

1. Storms (Thunderstorms, Hailstorms, Lightning, High Winds, Tornadoes)
2. Hazardous Materials Events
3. Wildland Fires

4. Floods
5. Severe Winter Storms

-- Source: 2013 Canyon County AHMP, p. 93

It is worth noting that the City of Greenleaf is located on the Wilder Bench, making the community high ground that could become a destination for evacuees from flooding of the Boise River, Snake River, or from breach of Lake Lowell dams, rather than being directly impacted by area flooding.

The specific hazard severity ranking for the City of Greenleaf in the 2013 Canyon County AHMP is as follows:

		<u>Magnitude</u>		
		Low	Medium	High
<u>Frequency</u>	Low	Riot/Demonstration /Civil Disobedience Landslide Wildfire West Nile Virus River/Stream Flooding	Canal/Drainage Failure Flash Flood	Communicable Disease Terrorism
	Medium	Drought Tornado	Extreme Cold Earthquake Severe Winter Storm	Hazardous Materials
	High	Extreme Heat	Hail Lightning Burrowing Rodents	Structural Fire Straight-line Wind

-- Source: Table 4.6.12 "City of Greenleaf Hazard Severity Ranking"
2013 Canyon County AHMP, p. 221

CONCEPT OF OPERATIONS

Soon after statehood in 1890, the Idaho Supreme Court in *State Ex Rel. J. T. Holcomb v. Inhabitants of Town of Pocatello*. 3 Idaho 174, 28 P. 411 (1891) noted that "the protection of the lives and property in densely populated districts" is the purpose of cities.

The City of Greenleaf undertakes emergency management with the prioritized objectives of first protecting life and then protecting property from the effects of hazardous events.

When the City anticipates that an event will exceed the City's capacity and resources to effectively respond (including through mutual aid agreements and memorandums of understanding), then the City may declare a disaster and request assistance through Canyon County in accordance with Idaho Code.

Phases of management / Direction and control

Police, fire, and EMS emergency service providers responding to an emergency event are expected to utilize the National Incident Management System (NIMS) Incident Command Structure (ICS), with establishment of an Incident Command Post (ICP) under the direction of an Incident Commander.

In the event of a major emergency or disaster incident and before an ICP is established by an emergency service provider (police, fire, or EMS), *City Department Heads will respond at their best discretion and as directed by the Mayor to the situation at hand, and are encouraged to utilize the Generic Incident Guide on p. 63 of the 2015 Canyon County Emergency Operations Plan.*

Considerations for the Mayor and department heads at this stage are:

- Rapid assessment of the emergency or disaster incident's impact to the community, including determination of the community's recovery needs
- Protection of life and property
- Determination whether or not additional resources are needed
- Communication with the City Council, emergency service providers (police, fire, EMS), and Canyon County Emergency Management, as needed
- Determination whether or not the Mayor will declare a disaster incident before an ICP has been established by emergency service providers (police, fire, or EMS)
- Determination whether or not to communicate need to shelter in place to the community before an ICP has been established by emergency service providers (police, fire, or EMS)
- Determination whether or not to communicate need to evacuate to the community before an ICP has been established by emergency service providers (police, fire, or EMS)
- Determination whether or not to take steps for receipt of evacuees before an ICP has been established by emergency service providers (police, fire, or EMS)

After an ICP has been established by emergency service providers (police, fire, or EMS), City Department Heads will coordinate their response efforts with the Incident Commander.

If normal emergency service providers are delayed in their ability to respond to the City of Greenleaf due to a regional incident including resources from the City of Caldwell and the City of Wilder, then at the direction of the Mayor the city may establish an

independent ICP, designate an Incident Commander, and utilize more formal NIMS ICS protocols, *utilizing the 2015 Canyon County Emergency Operations Plan as a primary resource.*

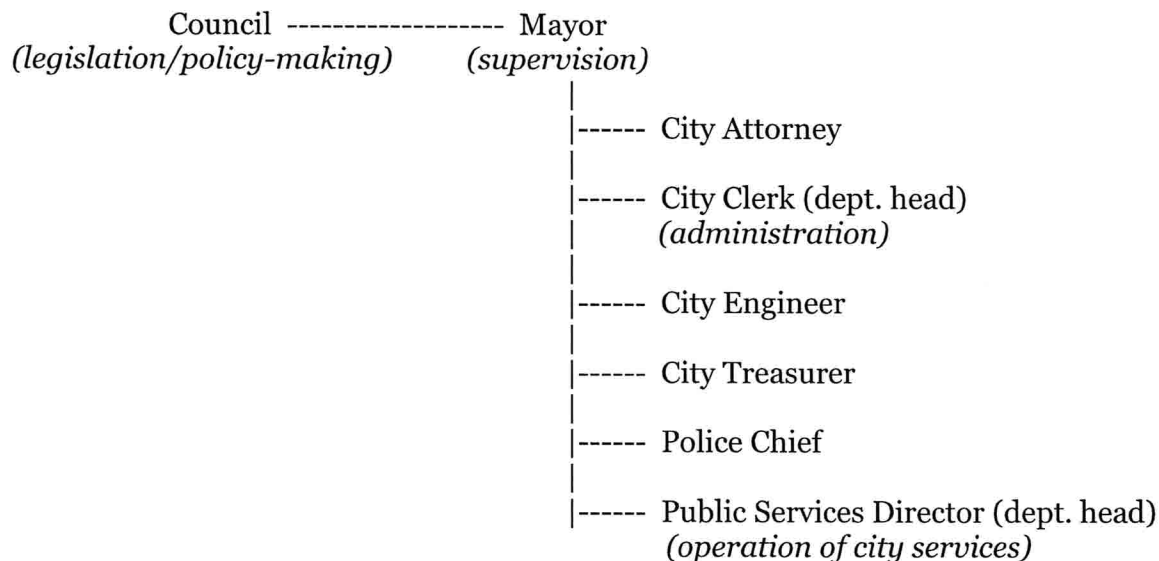
Organization

City government is unique as a political subdivision of the State of Idaho in that:

- Cities are created by vote of the residents
- Cities exercise governmental powers, including police powers, to perform duties mandated by the State
- Cities exercise proprietary powers to provide business-type services to the community
- Cities have quasi-judicial authority regarding land use and development
- Cities are organized by default by the State with separate executive and legislative functions under a mayor-council form of government.

The City of Greenleaf is organized as a mayor-council city.

The City's organizational structure (abbreviated) is as follows:



City Council / Council President - The City Council performs critical legislative and fiduciary roles for the city, but these functions occur only within Council Meetings held in accordance with Idaho Open Meeting Law. The City Council sets city policy, but does not have the Mayor's supervisory authority for implementation of city policy. Individual Council Members have no authority outside Council Meetings – with the exception of the Council President. Idaho Code §50-608 provides that, "In case of a

temporary vacancy in the office of mayor due to absence or disability, the president of the council shall exercise the office of mayor during such disability or temporary absence, and until the mayor shall return."

Mayor - Per Idaho Code §50-602, the Mayor is the Chief Administrative Officer for the City, having "...superintending control of all the officers and affairs of the city..." The Mayor administers the City of Greenleaf through city officials that report directly to the Mayor and work closely with the City Department Heads.

Department Heads - The City of Greenleaf has two department heads: The Public Services Director and the City Clerk. The Public Services Director supervises day-to-day maintenance and operation of the city's proprietary or business-like service functions, including municipal potable water, sanitary sewer, irrigation water, and street maintenance. The clerk supervises the city's general administrative support functions. Although no one else can speak for the city with the Mayor's authority, both department heads are recognized as public information officers (PIOs) authorized to interact with the media on behalf of the city.

Continuity of Government

Idaho Code §50-602 is clear in establishing the Mayor as chief administrator for the city. Idaho Code §50-608 provides for continuity of this leadership, as follows:

IC 50-608. Vacancy in office of mayor. In case of a temporary vacancy in the office of mayor due to absence or disability, the president of the council shall exercise the office of mayor during such disability or temporary absence, and until the mayor shall return. When a vacancy occurs in the office of mayor by reason of death, resignation or permanent disability, the city council shall fill the vacancy from within or without the council as may be deemed in the best interests of the city, which appointee shall serve until the next general city election, at which election a mayor shall be elected for the full four (4) year term.

In the absence of Mayor or Council President, the Public Services Director and City Clerk shall continue to utilize their authority derived from the Mayor to conduct operations within their departments using their best discretion and with the objectives of protecting life and property until such time as the Council can meet to address the vacancy in office of Mayor and/or Council President.

In the absence of a department head, the operation of a department shall continue under the chain of command within that department.

ROLES AND RESPONSIBILITIES IN TIME OF EMERGENCY

City operations in time of emergency are expected to generally parallel normal day-to-day roles and responsibilities. To the extent possible, City personnel and material resources will be employed for both emergency management duties and normal day-to-day functions.

However, city personnel may have to work outside their normal function in response to the emergency, and day-to-day functions that do not contribute to emergency operations may be suspended or reduced for the duration of the emergency at the discretion of the City Department Head or as directed by the Mayor.

If normal emergency service providers are delayed in their ability to respond and the Mayor establishes an ICP, then the 2015 Canyon County Emergency Operations Plan is a resource for roles and responsibilities under NIMS ICS protocols.

*Because events often start small and then escalate into emergency or disaster situations, **the Mayor and department heads are highly encouraged to begin tracking resources – including volunteers - as soon as normal operations are exceeded for any potential event situation well before a declaration of disaster, and notify the Canyon County Emergency Manager of the potential event.** Six to twelve hours of response activity or potential disaster persistence is suggested as a possible trigger to begin tracking. Expenses that are not tracked cannot be successfully submitted to the County for reimbursement or counted as 'match'. The event resources tracking sheet is provided as a resource for tracking this activity.*

DISASTER DECLARATION PROCESS

The city will follow the disaster declaration process described on p. 32 of the 2015 Canyon County Emergency Operations Plan. Please see attached city specific disaster declaration templates.

Please note that Idaho Code §46-1011 provides that only the Mayor (or President of the City Council exercising the office of Mayor in the Mayor's absence or disability per §50-608) may declare a disaster for the city, and that the Mayor's declaration is only effective for seven days unless approved by the City Council.

Why would the City declare a disaster?

Disaster declaration by the city allows the following:

- Per Idaho Code §50-901, governance by proclamation of Mayor (or President of the City Council exercising the office of Mayor in the Mayor's absence or disability per §50-608), with posting of ordinance in five public places instead of normal ordinance process.
- Upon declaration of disaster approved by the City Council, per Idaho Code §50-1006, funds may be spent in excess of budgeted appropriations for a space of time not exceeding the close of the next fiscal year, including authorization to borrow for abatement of the emergency, repairs, or resoration of improvements, and authorization to borrow for judgements obtained against the municipal corporation, with provision for payback of the sums borrowed plus interest

through the next general tax levy. It is the city's understanding that §50-1006 authorizes borrowing internally from city proprietary funds, borrowing internally from city reserve accounts, and city borrowing from external sources. Please note that §50-1006 requires approval by one-half plus one member of the full Council.

- Per Idaho Code §46-1011, disaster declaration activates all applicable local and intergovernmental disaster plans and authorizes the furnishing of aid and assistance thereunder. Idaho Code §46-1011 allows the City's declaration to the County to activate County Emergency Operation Plan provisions for assistance to the City, potentially including State of Idaho and Federal assistance provided through the County.

Although a disaster declaration is not required, it is notable that Idaho Code §50-609 authorizes the Mayor to call on every resident in the city over twenty-one years of age to aid in enforcing the laws of the city. It is the city's understanding that 'laws' includes all city ordinances, including those codified into the City Code and any that may be established by proclamation per Idaho Code §50-901.

Internal Policies upon City Disaster Declaration:

In addition to the above State provisions and the policy guidelines presented elsewhere in this emergency operations plan, the city establishes the following internal policies to be in effect when a disaster has been declared by the city:

- Volunteers and salaried employees, including city council members, may be paid an hourly wage not to exceed that of the lowest paid full-time city employee for their time spent in emergency or disaster response when an official City or County Disaster Declaration has been declared affecting the City of Greenleaf, but only for work authorized and tracked by a City Department Head as part of the disaster response to make these expenses eligible for disaster reimbursement. Similarly, businesses that donate time and/or equipment may be compensated at fair-market value, but only for work authorized and tracked by a City Department Head as part of the disaster response to make these expenses eligible for disaster reimbursement. *The event resources tracking sheet is provided as a resource for tracking this activity.*
- Maximum hour caps for compensatory time and paid-time-off as described in the city's personnel policy for city employees are suspended through the disaster declaration and recovery period, with maximum hour caps to be reinstated upon written communication to that effect from the Mayor to the City Clerk.
- Spending limits in the city's credit/debit card usage policy for the Mayor and City Department Heads are suspended, with authorization defaulting to card limits. All other provisions of the city's credit/debit card usage policy remain in force.
- When an official City or County Disaster Declaration has been declared affecting the City of Greenleaf, expenses incurred by the city under contract,

memorandums of understanding, or otherwise providing assistance to other entities after the first 12 hours of disaster response may be billed at cost to other entities with itemized invoicing as a tracking mechanism and to make these expenses eligible for disaster reimbursement. The City Council may choose to subsequently waive these charges to partnering agencies if reimbursement is not realized. *The event resources tracking sheet is provided as a resource for tracking this activity.*

- The emergency declaration activates any contracts, schedules, memorandums of understanding, or other agreements that may be made by the city and written in such a manner as to be activated by a city emergency declaration.

EMERGENCY COMMUNICATIONS

In the event of a major emergency or disaster incident, the city may use one or more of the following methods to communicate, or utilize other communication methodology as deemed appropriate by the city:

- Posting written information at normal posting locations for city meeting agendas
- Dispatch designated personnel and/or volunteers to go door-to-door through the community, with the option of distributing written instructions
- Use of loudspeaker from a vehicle driving through the community
- Issuance of a press release or statement to the media
- Posting of information on the city's Facebook page
- Activation of the Emergency Alert System (EAS), *following procedures described on p. 93 of the 2015 Canyon County Emergency Operations Plan.*

The city will utilize disaster messages starting on p. 95 of the 2015 Canyon County Emergency Operations Plan as a template for issuing warnings, calling for residents to shelter-in-place, and evacuation messages.

Contact/call list plans

City personnel are authorized to use all contact information available for emergency management response and continuity of operations (COOP).

Alternative communication plans

City personnel may also utilize FRS/GMRS and/or MURS and/or other radios, and the city recommends use of such radios to the community. Please see attached City of Greenleaf FRS/GMRS Radio Emergency Communication Recommendations for detail.

A 2-meter amateur radio was installed by the Snake River Canyon Amateur Radio Club at Greenleaf City Hall, allowing 2-meter communication with the Canyon County Emergency Operations Center (EOC) as an alternative communication method. Greenleaf is unique in that other communities in the County had these radios installed at the community's fire station. Greenleaf's was installed at City Hall because the community does not have a fire station within the city limits.

Due to lack of police, fire, and EMS stations in the city limits with emergency responder personnel that have been issued radios on the County system, the city has received three digital radios from Canyon County, programmed with Canyon County designated ICS radio frequencies.

In the future, the city may be able to participate with Canyon County in State WebEOC secure communication through the internet.

In the future, the city may be able to participate with the State of Idaho's implementation of FirstNet, a high-speed wireless, broadband data network dedicated to public safety.

RAPID DISASTER ASSESSMENT PLAN

City personnel or volunteers may be dispatched by the city to do a 'windshield assessment' and take pictures to assess damage and needs in the community. Such windshield assessments may be repeated or expanded to include portions of the city's area of impact.

The attached 'windshield assessment' form is a primary resource. *The damage assessment section starting on p. 113 of the 2015 Canyon County Emergency Operations Plan and the Idaho Damage Assessment Handbook are resources available for use in the event the city establishes an independent ICP due to a regional incident causing delay in response from normal emergency service providers.*

RESIDENTS SHELTER-IN-PLACE

In the event of call to shelter in place, the city will engage in emergency communication to inform residents and encourage sheltering in place.

Heads of households are encouraged to take steps for emergency preparation in Greenleaf Code §5-6-2 that would assist with sheltering in place.

The city will continue to utilize the 'do 1 thing' program (<http://doithing.com/>) and/or similar programs, and may include flyers in monthly utility billings to educate the community for emergency preparedness and supporting the ability to shelter in place.

Use of Portable Trailer-Mounted Generator

The city has a MQ Power model DCA125USJ 125 KVA (100KW) trailer-mounted

generator with 169 gallon diesel fuel tank. The generator was purchased in 2015 through an Idaho Office of Emergency Management (formerly the Idaho Bureau of Homeland Security) grant administered by Canyon County. The city purchased and installed a transfer switch to allow use of the generator at Greenleaf City Hall. The Idaho Friends Retirement Center (IFRC) purchased a transfer switch which was then installed at the Greenleaf Friends Church (GFC) Community Center at 21441 Main Street.

The IFRC purchased the transfer switch at the GFC Community Center so that the center can be used as a shelter in the event of a long-term power outage, with preference given to IFRH residents as an identified at-risk senior and disabled population who live in an all-electric facility.

In the event of a power outage that may last several hours, the city will first bring the trailer generator to power the City Hall and confirm generator operation under a load. After it becomes apparent that an extended power outage is occurring that could continue for multiple days, the city will make the trailer generator available to GFC and the IFRC to power the GFC Community Center as a shelter with preference given to IFRH residents as an identified at-risk population.

The city may also choose to request use from GFC of a room in the GFC Community Center for continuation of city administrative and/or emergency response operations. However, *the city does not have a formal agreement with GFC for city operation of the GFC Community Center as shelter, or for reserving space in the GFC Community Center in the event of a power outage.*

While in use at the GFC Community Center, the trailer generator remains city property to be operated by or at the direction of city personnel. Designated hours of operation may be established to conserve fuel, and the city may also need to temporarily utilize the trailer generator at other locations during an extended power outage event.

EVACUATION PLAN

In the event of call for evacuation, the city will engage in emergency communication to inform residents and encourage evacuation, with the evacuation plan map attached available as an aid in this effort.

Heads of households are encouraged to take steps for emergency preparation in Greenleaf Code §5-6-2 that would assist with evacuation preparedness.

RECEIPT OF EVACUEES PLAN

If a regional emergency or disaster event occurs that may result in evacuees in the Greenleaf community fleeing the regional event, the Mayor and/or department heads may consult with the Chief of Police, the Greenleaf Friends Church, the Greenleaf Friends Academy, and other organizations or entities to discuss options and resources available for the receipt of evacuees, including city disaster declaration and governance

by proclamation due to the event and anticipated evacuees coming to or through the Greenleaf community.

Heads of households are encouraged to take steps for emergency preparation in Greenleaf Code §5-6-2 that would assist with providing for evacuees.

City of Greenleaf, Idaho
EMERGENCY OPERATIONS PLAN
Adopted by the City on 11 July 2017 as Resolution No. 183 - Exhibit 'A'

Resources

Included Resources

APPENDIX 'A'

- Emergency Response Plan Phone Contact List
- 'Windshield Assessment' form
- City of Greenleaf Disaster Declaration Forms
- Evacuation Plan Map
- Motorola XTS1500 Digital Radio Frequencies
- City of Greenleaf FRS/GMRS Emergency Communication Recommendations

APPENDIX 'B'

- Mutual Aid Agreements / Memorandums of Understanding
 - City of Wilder – Public Works
 - Riverside Irrigation District
- Applicable City Code
 - Civil Emergencies Ordinance (GC Title 5, Chapter 6)
- Applicable State Code
 - IC §46-1011 - Local Disaster Emergencies
 - IC §50-602 - Mayor, Administrative Official
 - IC §50-608 - Vacancy in Office of Mayor
 - IC §50-609 - Mayor May Require Aid in Enforcing Law
 - IC §50-901 - Ordinances – Style – Publication – When Effective – Immediate Operation in Emergencies
 - IC §50-1006 - Expenditures Not to Exceed Appropriation – Exceptions

APPENDIX 'C'

- Referenced excerpts from the 2015 Canyon County Emergency Operations Plan
 - Generic Incident Guide
 - Disaster Declaration Process
 - Activation of the Emergency Alert System (EAS)
 - Disaster Messages
 - Damage Assessment

Other Resources

- 2015 Canyon County Emergency Operations Plan

Source: Canyon County Sheriff's Office, Emergency Management Coordinator

- Association of Idaho Cities (AIC) Directory of Government Officials

Source: AIC – Updated & distributed annually

- 'Do 1 Thing' program: 12-month Emergency Preparedness Program

Source: <http://do1thing.com/>

- 'Do 1 Thing' program: Emergency Preparation Step-by-step Guide for Businesses

Source: <http://do1thing.com/>

- Idaho Damage Assessment Handbook

Source: <http://bhs.idaho.gov/Pages/Operations/DisasterAssistance/DamageAssessment.aspx>

- Idaho Hazardous Materials / Weapons of Mass Destruction incident Command and Response Support Plan

Source: <http://bhs.idaho.gov/Pages/HazardousMaterials/Plan.aspx>

- Intermountain Gas Public Safety Response Manual – Western Region

Source: Nampa Office, 208/468-6700 – Updated & distributed annually

- Communicating in a Crisis – Risk Communications Guidelines for Public Officials

Source: <https://www.orau.gov/cdcynergy/erc/content/activeinformation/resources/HHSRiskCommPrimer.pdf>