



# City of Grand Island

Tuesday, November 24, 2015

Council Session

## Item G-16

**#2015-328 – Approving Local Emergency Operations Plan Update**

Staff Contact: Jon Rosenlund

# Council Agenda Memo

**From:** Jon Rosenlund, Emergency Management Director  
**Meeting:** November 24, 2015  
**Subject:** Adoption of Local Emergency Operations Plan  
**Presenter(s):** Jon Rosenlund, Emergency Management Director

## Background

Every 5 years, the Local Emergency Operations Plan is given a full review and revision. The current plan, dated 2010, is up for review. The Emergency Management Department has coordinated this update among various departments within the County and its Cities and Villages. Local jurisdictions adopt the plan and its updates by resolution to complete the planning process.

## Discussion

Every 5 years, the Local Emergency Operations Plan is given a full review and revision. The current plan, dated 2010, is up for review. This review process allows jurisdictions and agencies to update information, taking into account new plans, procedures and considerations as they arise.

The Emergency Management Department has coordinated this update among various departments within the County and its Cities and Villages. These departments have all had opportunities to review the updates and provide correction, input and additional information where that information may be lacking.

Local jurisdictions, including the County Board, city councils and village boards, adopt the plan and its updates by resolution to complete the planning process. Included in the packet is the draft version of the Basic Plan and the City of Grand Island specific plan for your consideration.

## Alternatives

It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

1. Move to approve

2. Refer the issue to a Committee
3. Postpone the issue to future date
4. Take no action on the issue

### **Recommendation**

City Administration recommends that the Council adopt this plan update.

### **Sample Motion**

Move to approve the Local Emergency Operations Plan update.

# HALL COUNTY BASIC EMERGENCY OPERATIONS PLAN

## I. PURPOSE

This Plan predetermines, to the extent possible, actions taken by responsible elements of the governments within Hall County including its cities, villages, and cooperating private organizations to:

- A. Detect and protect against, threats or incidents of terrorism, natural disasters, major emergencies, and incidents of national significance,
- B. Prevent against avoidable disasters by reducing the vulnerability of Hall County residents to any disasters that may strike,
- C. Establish capabilities for protecting citizens from the effects of disasters,
- D. Respond effectively to the actual occurrence of disasters,
- E. Provide for the recovery in the aftermath of any emergency involving extensive damage or other detrimental effect on normal life within the community.

## II. AUTHORITY

Authority for this Plan is contained in:

- A. Public Law 81-920 (Federal Emergency Management Act of 1950) as amended;
- B. Public Law 93-288 (Disaster Relief Act of 1974) as amended by PL 100-707;
- C. Public Law 99-499 (Superfund Amendments and Reauthorization Act of 1986) as amended;
- D. 44 CFR, Part 302, Emergency Management: State and Local Emergency Management Assistance (EMA), October 2011, as amended;
- E. RRS Sections 81-829.36 to 81-829.75, Nebraska Emergency Management Act of 1996, as amended, Cum. Supp. 2002;
- F. Nebraska Administrative Code, Chapter 7; Nebraska Emergency Management Agency Title 67, July 21, 2001;
- G. Nebraska Revised Statutes 81-201 (Reissue 1996), 54-701 (reissue 1998 and Cum. Supp. 2002, and 54-1180 to 54-1182 (Reissue 1998 and Cum.

- Supp. 2002), (Nebraska Department of Agriculture's general response procedures); 2-1072 to 2-10, 117, the Plant Protection and Pest Act; and 54-847 to 54-863, (Reissue 1998) the Commercial Feed Act; 81-2,257 to 81-2,261 (Reissue 1996 and Cum. Supp. 2002), the Nebraska Pure Food Act; S2-3901 to 2-3911 (Reissue 1997 and Cum. Supp. 2002), the Nebraska Pasteurized Milk Law; 2-3913 to 2-3946 (Reissue 1997 and Cum. Supp. 2002), Manufacturing Milk Act;
- H. USC Title 21, section 134(a), (USDA response procedures for animal disease events);
  - I. USC Title 7, sections 7701-7772, (USDA Plant Protection Act);
  - J. 21 CFR, Parts 500-599 (Food, Drug, and Cosmetic Act);
  - K. Homeland Security Presidential Directive (HSPD) 5 "Management of Domestic Incidents," 28 February, 2003;
  - L. Presidential Policy Directive (PPD) 8 "National Preparedness" March 30, 2011;
  - M. State of Nebraska, Executive Order 05-02, State Adoption of the National Incident Management System (NIMS), March 4, 2005.
  - N. Interlocal Agreement, dated November 8, 2011, establishing the Hall County-Grand Island Emergency Management Department;
  - O. City of Wood River Resolution establishing the Wood River Emergency Management Agency dated April 7, 1981;
  - P. Village of Alda Resolution establishing the Alda Emergency Management Agency, dated March 3, 1981, updated November 13, 1990;
  - Q. Village of Cairo Resolution establishing the Cairo Emergency Management Agency, dated March 2, 1981, updated April 11, 1994;
  - R. Village of Doniphan Resolution establishing the Doniphan Emergency Management Agency, dated April 4, 1981, updated May 10, 1994;
  - S. Hall County Resolution, dated \_\_\_\_\_, establishing the 2015 Hall County Local Emergency Operations Plan (LEOP);

### III. SITUATION

- A. Hall County, with a residential population of approximately 61,492 persons, (2014 census estimate) is vulnerable to many hazards that can disrupt the community, create damage and cause injury or death. The Hall County Emergency Management Director has identified hazards which could affect the population or public and private property. The most severe of these hazards are severe weather.
- B. Hall County and its incorporated jurisdictions have significant emergency response resources and capabilities. Two (2) law enforcement agencies, six (6) fire departments, six (6) rescue squads and the St. Francis Medical Center provide emergency services on a day-to-day basis. During and after a disaster, the use of these emergency resources and other governmental and private response and recovery capabilities will minimize the effects of the disaster.

### IV. ASSUMPTIONS and PLANNING FACTORS

- A. Outside assistance would be available in most disasters. However, it is essential for the County to be prepared to carry out disaster response and short-term recovery actions on an independent basis.
- B. A major disaster may occur at any time, and at any place, in the county. In some cases, warnings and increased preparedness measures may be possible. Many disasters can and will occur with little or no warning.
- C. Implementation of this Plan will reduce or prevent the loss of life and damage to property. Officials within the County are aware of the possible occurrence of an emergency or major disaster and their responsibilities in the execution of this Plan and will fulfill those responsibilities as needed.
- D. All responding elected and appointed officials, departments, agencies and jurisdictions will follow the National Incident Management System (NIMS) protocols when conducting either individual or joint disaster response and recovery activities. This includes but is not limited to establishing unified or area incident command systems, the use of staging areas as needed, implementing multi-agency coordination systems and resource management including the identification and listing of all department, agency and jurisdiction disaster response resources (equipment, trained personnel, supplies, facilities) using the NIMS resource identification process.

## V. ORGANIZATION / RESPONSIBILITIES

### A. Elected Officials Responsibilities

The responsibility for the safety and welfare of the residents of Hall County and its communities rests with the respective governments. To fulfill this responsibility, the chief elected officials of the various local governments must individually, and where possible, jointly:

1. Provide overall policy, leadership and direction and strategic guidance, for the emergency management agency,
2. Provide resources during emergency preparedness, response and recovery activities.
3. Give the trained responders the authority to accomplish the incident objectives.

Providing policy direction does not mean that these officials direct the incident objectives or tactics. Those responsibilities are given to the Incident Commander, see below. The elected/appointed officials will implement these and other plans to ensure emergency actions are taken in a timely manner to provide care and support for those citizens affected.

### B. Local Government Structure

1. A seven (7) member Board of Commissioners/Supervisors manages the governmental activities of the County. Their authority extends to all unincorporated areas of the county.
2. Grand Island is a first class city (population 50,550) and functions under the Mayor/Council system. The City Council has a Council President and nine (9) Council Members. Day-to-day activities of the city are under the direction of a City Administrator.
3. Wood River is a second class city (population 1,361) and uses the Mayor/Council form of government. The Council has a Council President and five (5) Council Members.
4. Alda (population 647), Cairo (population 801), and Doniphan (population 843) are villages under the direction of Village Boards with a Board Chairperson and (4) Board Members.

### C. Emergency Management

#### 1. Grand Island-Hall County Emergency Management Department

The Grand Island-Hall County Emergency Management Director, appointed jointly by the Hall County Board of Supervisors/Commissioners and the Grand Island City Council, will act as a disaster operations advisor to the Board and the City Council. In that capacity, and as directed by the County Board, the Emergency Management Director will assist and support other cities and villages in the county in emergency response activities within those communities. Local forces, supplemented as necessary by trained auxiliaries and personnel and resources available from neighboring jurisdictions or the State, will conduct emergency operations. In general, the Emergency Management Director:

- a. Serves as the emergency preparedness and response advisor to the Hall County Board of Supervisors/Commissioners and the Mayor of Grand Island and the Grand Island City Council.
- b. Directs and controls the Grand Island-Hall County Emergency Management Agency. In that capacity, supports disaster preparedness and response activities in all other jurisdictions in the county.
- c. Develops plans, prepares guidance, and coordinates actions to accomplish an effective emergency operating capability, assesses the capabilities and readiness of local assets likely to be needed during an incident and identifies any shortfalls or gaps.
- d. Ensures that there are unified objectives with regard to the communities' emergency response plans, preparation activities, public information, training and exercising activities.
- e. Promulgates a program promoting a general public awareness of Emergency Management.
- f. Implements procedures to obtain state/federal government programs of financial and resource assistance to include the local administration and fiscal responsibility for grants, equipment obtained through grants and the training for the equipment so obtained.
- g. Establishes programs to protect lives, protect property, and sustain survivors in the event of disaster.
- h. Involves private sector businesses and relief organizations in planning, training and exercising.



### 3. City and Village Emergency Management

Currently, Alda, Cairo, Doniphan, and Wood River have appointed Emergency Management Directors who serve and advise executives on emergency management matters. This function, in relation to their communities, will be the same as listed above for the Hall County Emergency Management Director.

#### D. Incident Commander

1. The Incident Commander of an event or disaster is the first trained responder on scene. The initial response priorities are based on:
  - a. Life Safety: determining the threats to both the responders and the public.
  - b. Incident Stabilization: determining tactics to reduce the damage potential lessen the incident complexity and provide infrastructure protection,
  - c. Property Conservation: assessing the real property threatened by the event, the potential environmental impact and the economic impact.
2. Incidents occur at differing levels of complexity, from simple ones requiring only one responder with a minimal level of input to catastrophic levels requiring federal or even international assistance. Yet all incidents remain under the control of the local Incident Commander. The Incident Commander will follow the principle and guidelines of the National Incident Management System. For all events, the Incident Commander is also responsible for the following in some manner or scale:
  - a. Having clear authority and knowing agency policy,
  - b. Ensuring incident safety,
  - c. Establishing an Incident Command Post,
  - d. Setting priorities, determining incident objectives and strategies to be followed,
  - e. Establishing the Incident command system organization needed to manage the incident,
  - f. Approving the Incident Action Plan,
  - g. Coordinating command and General Staff activities,

- h. Approving resource requests and use of volunteers and auxiliary personnel,
- i. Ordering demobilization as needed,
- j. Ensuring after-action reports are completed, and
- k. Authorizing information release to the public.

#### E. State Agencies

This Plan primarily addresses local authority in emergencies. There may be times when state agencies may be requested or required to be involved. References in this Plan to state agencies are not meant to be an exhaustive list of circumstances or situations with State involvement. State statutes mandate certain state agencies to respond or support local jurisdictions and those agencies are expected to perform their duties when necessary.

#### F. Responsibilities

Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining emergency/disaster procedures. This Plan has twelve primary functional areas of responsibility (detailed in Annexes) that define the tasks necessary to ensure public safety and welfare. Additional functions, such as Mitigation, Continuity of Government, Reporting, and Administration and Logistics, which do not warrant a full Annex, are also addressed at the appropriate places in this Plan. Primary and supporting responsibility has been assigned as shown in the Functional Responsibility Chart, included in this section. (See Attachment 1). Specific activities are covered in the Annexes. Responsibilities for certain organizations that are not part of local government are also presented. In general, the functional areas cover:

##### 1. Direction and Control (Annex A)

By statute, the conduct of all emergency operations and protective actions in the County is the responsibility of the County Board; and, in their respective political subdivisions, the responsibility of the Mayor and City Councils of Grand Island and Wood River and the Village Boards of Alda, Cairo, and Doniphan. These executives constitute the Emergency Executive Group. During an emergency, they will re-locate to the Emergency Operations Center (EOC) in Grand Island City Hall, along with the Emergency Operations Staff. The Emergency Executive Group will use the expertise of the EOC staff to assist them in the Direction and Control functions. In general, executive direction and control responsibilities will be to:

- a. Assign missions and tasks in support of and fulfilling the resource needs of the Incident Commander,
- b. Establish short and long term priorities for recovery,
- c. Anticipate and identifying future resource requirements,
- d. Monitor the County environment,
- e. Inform the public of conditions, warnings, and instructions,
- f. Coordinate emergency operations in support of the Incident Commander,
- g. Demobilize and replenish resources after the event,
- h. Coordinate and resolve policy issues arising from the event,
- i. Participate in the After Action Report process and make the subsequent modifications to policies, plans and procedures in agencies under their authority;
- j. Partner with private, for-profit, non-profit, non-governmental, faith-based and other organizations as required and
- k. Implement those appropriate portions of the jurisdiction's Continuity of Operations – Continuity of Government Plans. This ensures that the vital and essential functions of government services continue during and after a disaster, especially when government facilities and staff are affected by the disaster.
- l. The Emergency Management Director will also be a part of the Executive Group in an advisory and support role.

## 2 Communications and Warning (Annex B) ESF2

The primary responsibility for establishing, maintaining, augmenting, and providing backup for all channels of communications needed for emergency response and recovery rests with the respective emergency service organizations. The **Communications and Warning Officer** (Deputy Emergency Management Director or designee) is responsible for coordinating EOC communications and maintaining this Annex of the LEOP. Warning could be received through the NAWAS Warning Point or NOAA Weather Alert radio.

3. Damage Assessment (Annex C) ESF20

The Emergency Management Director (or designee) will serve as **Damage Assessment Coordinator** and will be responsible for ensuring that personnel and procedures are available to provide preliminary damage estimates and descriptions of the damage, including estimated costs, resulting from the disaster. This responsibility includes provisions for completing the process of requesting a local disaster proclamation through emergency management channels. The Damage Assessment Coordinator is a member of the EOC Staff. Debris management planning guidelines, staffing and responsibilities are provided in Annex C. Red Cross and the USDA, FSA may conduct damage assessments targeted to their mission and may be able to share such information with the EOC.

4. Emergency Public Information (Annex D) ESF15

The **Public Information Officer (PIO)** is responsible for keeping the public advised as to the emergency. The PIO has an important role of coordinating with the media in advising the public of proper actions to take. The establishment of rumor control procedures and Disaster Recovery Centers are also important functions as is the on-going requirement for emergency preparedness education efforts. All public information activity will be coordinated through the Emergency Operating Center where the Public Information Officer will function as a member of the EOC Staff.

5. Evacuation (Annex E) ESF1

The goal of this function is to relocate people to safe areas when emergencies or threats necessitate such action. The decision to evacuate is normally made by the Executive Group on the advice of the Emergency Management Director but due to the severity of the situation it may be made by the Incident Commander (fire or law enforcement). The Hall County Emergency Management Director, along with any other city and village Emergency Management Directors, is responsible for establishing clear and detailed procedures for carrying out evacuations. Evacuation and sheltering plans will include consideration for individuals with access and functional needs, service or companion animals and household animals.

6. Fire Services (Annex F) ESF4 & ESF10

All Fire District Chiefs are responsible for fire control and rescue activities in their respective fire districts. The Fire Chief of the affected jurisdiction serves as **Fire Services Coordinator** and as a member of the EOC staff. If more than one jurisdiction is affected, the Hall County Mutual Aid Association may provide a Fire Services Representative to

the EOC. General responsibilities are to limit loss of life and property from fires and other damage, provide leadership and training in fire prevention and suppression, respond to HazMat incidents, lead search and rescue, assist in mobile medical aid and ambulance transport, and provide light rescue of trapped or injured persons.

7. Health and Medical (Annex G) ESF8

Emergency medical responsibilities and coordinating rescue operations include providing emergency medical care and treatment for the ill and injured, coordinating evacuation of health care patients, and managing medical resources, both personnel and equipment/supplies. This may be assigned to a **Medical Coordinator**. Public health responsibility has been assigned to a **Public Health Coordinator**. These responsibilities include the safeguarding of public health, minimizing the incidence of communicable disease, coordinating mental health care/crisis counseling, establishing environmental controls, and coordinating burial.

8. Law Enforcement (Annex H) ESF13

The Hall County Sheriff, the Grand Island Police Department, and the Nebraska State Patrol are responsible for law enforcement, traffic control and security functions within their respective jurisdictions. Their responsibilities include maintaining law and order through traffic and crowd control, preventing crimes against people and property, securing the scene of a HazMat incident, coordinating evacuation, managing search operations, and providing security.

9. Mass Care (Annex I) ESF6

The jurisdiction is responsible for mass care until the Red Cross can assist the jurisdiction's efforts. The American Red Cross has the responsibility for coordinating short-term mass care of citizens in case of an evacuation or disaster. Responsibilities include providing temporary lodging, food, clothing, and other essentials to large numbers of evacuees displaced due to disasters or crisis.

10. Protective Shelter (Annex J)

This function involves providing protective shelter from the direct effects of those hazards where exposure could cause injury or death and when evacuation is not a viable option. Examples range from tornadoes, hazardous materials spills, radioactive fallout from a nuclear attack to temperature extremes. The Emergency Management Director, with the assistance of City and Village Directors, will serve as **Shelter Coordinator** and be responsible for identifying appropriate shelters, establishing protective shelter procedures and coordinating shelter operations.

### 11. Public Works/Utilities (Annex K) ESF3 & ESF12

The Public Works/Utilities functional area involves providing a flexible emergency response capability in the area of engineering, construction, and the repair and restoration of public facilities and services. Additional responsibilities include developing and directing debris clearance operations, post-disaster safety inspections, heavy rescue, and for providing traffic control equipment in support of an evacuation. Responsibility for the Public Works/Utilities area has been assigned to those respective County and City Departments.

### 12. Resource Management (Annex L) ESF5

The coordination and effective procurement, storage, distribution and utilization of personnel, equipment, supplies, facilities, and services during disaster response and recovery are important functions. Responsibility for this has been assigned to the Emergency Management Director and the USDA County Emergency Board (CEB). Volunteer labor and donations of money and material must be coordinated, documented and integrated into the response and recovery efforts.

G. The Memoranda of Understanding (MOU) agreement that NEMA has with the MOU cities based on State Statute 81-829.52 allows the Adjutant General, upon orders of the Governor, to establish, "such number of state emergency response teams as may be necessary". The Statute allows for payment to the jurisdictions, workman's compensation and liability coverage for members of an established team.

1. Each of the MOU fire departments signed an agreement to act as a team in the event they are needed, in return for grant money to purchase equipment, to train and exercise disaster plans.
2. Each department received a letter signed by the Adjutant General naming a team leader, who is responsible to keep records for any of their staff who are called under the statute.
3. State emergency response teams are under the direction of the Adjutant General, and assigned duties through the State Emergency Operations Center (NEMA).

## VI. CONCEPT of OPERATIONS

### A. General

It is the responsibility of the elected county officials and officials of each local government to protect life and property from the effects of hazardous events.

This Plan is based on the concept that emergency functions for various agencies/organizations involved in emergency management will generally parallel their normal functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Those departments, personnel efforts will be redirected to accomplish the emergency tasks assigned. In keeping with the National Incident Management System (NIMS) and the concepts embodied in the Integrated Emergency Management System (IEMS), this Plan is concerned with all types of emergency situations.

B. Continuity of Government

1. Succession of Command (Ref: RRS 84-1101 to 84-1117 - Nebraska Emergency Succession Act):

- a. The lines of succession for executive heads of government and Emergency Management officials in Hall County are defined in Annex A, Direction and Control.
- b. The line of succession of each department head is according to the operating procedures established by each department or as defined in the appropriate Annex to this Plan.
- c. In a civil defense emergency due to threat or occurrence of a nuclear attack, succession to elected and appointed city or county officials will be as provided in the Nebraska General Emergency Succession Act (RRS 84-1101 to 84-1117) by invoking the Act and appointing alternates.

2. Preservation of Records

The preservation of important records and taking measures to ensure continued operation and reconstitution of local government during and after catastrophic disasters or national security emergencies is the responsibility of the executives of each jurisdiction. Normally, the development and maintenance of procedures for ensuring continuity of government will be carried out for the County by the County Clerk, for Grand Island by the City Administrator, and for other local jurisdictions by the respective city and village clerks. A system to maintain the most recent revisions, additions, to safeguard essential records, and to recover them should the primary storage be damaged should be in place. Records to be preserved will include as a minimum:

- a. Records protecting the rights and interests of the jurisdiction and its citizens (vital statistics, plats, deeds, mortgage, land and tax, papers of incorporation, school records etc.).

- b. Records required by health, fire, law enforcement and public works to conduct emergency operations (utility maps, emergency plans and procedures, personnel lists, construction records, blueprints, etc.) and help assess damage to public infrastructure.
- c. Records required to re-establish normal government functions and to protect the rights and interests of government (constitutions, charters, statutes, ordinances, court records, financial records, historical records, etc.).

### 3. Alternate Operating Locations

Those government departments having emergency response functions have, where necessary, identified alternate operating locations. Refer to Annex A for specific information.

### 4. Protection of Government Resources

Procedures and guidelines are established in this Plan and separately, to provide for the physical safety of government personnel, records, and equipment.

- a. Personnel: All government buildings should have tornado protection, bomb and hostage threat, fire escape and evacuation plans which designate appropriate response actions, assembly areas, protective shelter locations including means of exiting, accountability systems and accommodations and provisions for handicapped persons.
- b. Records: Essential county government records are stored in County Administration Building. City of Grand Island records have been microfilmed or electronically duplicated and are stored in their respective clerk offices.
- c. Equipment: No specific high probability hazard has been identified that could cause damage to equipment. Tornadoes could strike anywhere precluding specific equipment protection procedures. The communications capability of various emergency response departments have been duplicated in the EOC providing a backup capability.

### C. Direction and Control Relationships

1. During disaster operations, the Executive Group of the affected jurisdiction will establish coordination, leadership, and managerial decisions for the community emergency response. The Chair of the Hall County Board and the Mayor of Grand Island will operate from the City/County EOC providing overall leadership and coordination of the many emergency functions in support of the Incident Commander. The



chief executives of other communities will function from their local Emergency Operating Centers.

2. The Executive Group, including the Incident Commander and the Emergency Manager must maintain situational awareness of changes in the incident due to response or recovery activities. This requires continuous monitoring of all relevant sources of information, such as on-site visits, Incident Status Reports, communications from the Incident Commander, discussions with victims and reports from volunteers and their coordinators. The new data may indicate or identify new hazards or threats as a consequence of response actions or changes in the event.
3. Each office, agency or organization assigned primary or supporting responsibilities under this emergency plan must be prepared to assign a representative to the EOC staff. The EOC, working with field operations, thus becomes the central point for coordination of all disaster operations. The County Emergency Management Director is responsible for maintaining and managing the EOC as outlined in Annex A.
4. Primary communications will be through normal systems. Supporting emergency communications facilities will be coordinated from the EOC or the Grand Island Emergency Communications Center. Communications available to the Executive Group and the EOC Staff are outlined in Annex B.

#### D. Phases of Emergency Management

There are four phases of emergency management. The first of these, mitigation, is a continuing effort throughout the management process. The other three phases are action periods where emergency operations defined under this Plan are carried out. Each of the functional Annexes to this Plan defines specific actions essential to each of the three operational phases. These Annexes should be thoroughly reviewed and understood by all agencies, organizations, and emergency personnel prior to implementation of the Plan. The four emergency management phases are:

##### 1. Mitigation

Mitigation activities are those that eliminate or reduce the probability of a disaster occurrence. Also included are long-term activities designed to minimize the adverse effects of unavoidable hazards. These activities are ongoing throughout the emergency management process and can involve legislative and/or physical actions. Examples are flood plain management, construction of dikes or dams, development of building codes and ordinances requiring protective measures such as mobile home tie-downs. Most mitigation tasks or responsibilities are not considered appropriate for an Emergency Operations Plan and therefore

are addressed only briefly in this Plan. Some mitigation activities will be addressed, if appropriate, in the various Annexes.

## 2. Preparedness Phase

This includes normal day-to-day readiness activities such as planning, training, and developing and testing emergency response capabilities. It would include increased readiness activities under an attack threat. Tornado, winter storm, and flood watch actions carried out when conditions are present for hazardous events to occur are also considered part of the preparedness phase. Limited staffing of the EOC may be required.

## 3. Response Phase

Response is the actual provision of emergency services during a crisis. These activities help to reduce casualties and damage and to speed recovery. Response activities include activation of the EOC, direction and control, warning, evacuation, rescue, and other similar operations. Severe weather warnings (tornado, flash flood, winter storm, etc.) would be included in the response phase. Damage assessment actions would be initiated.

## 4. Recovery Phase

Recovery is both a short-term and a long-term process. Short-term operations provide vital services to the community and provide for basic needs of the public. Damage assessment actions and emergency response services (medical, search and rescue, public utility restoration, sanitation, etc.) would continue. Long-term recovery focuses on restoring the community to its normal or to an improved state of affairs. Examples of long-term recovery actions are provision of temporary housing and food, restoration of non-vital government services, and reconstruction of damaged areas.

## E. Demobilization

Demobilization is the orderly, safe and efficient return of an incident resource to its original location and status. It can begin at any point of an incident, but should begin as soon as possible to facilitate the accountability and replacement of resources. The demobilization plan includes provisions for returning resources to their original location and state of readiness and notification of return to service status; the tracking of resources and possible reimbursement for their use; documentation of responder and volunteer safety, and accountability for compliance with mutual aid provisions, plans, documentation of damage costs, direct costs, volunteer contributions and mitigation plans.

F. Notification

Initial notification of an emergency or disaster event occurring within the County would normally come from a citizen’s report to law enforcement or fire services in the affected area. A hazardous materials incident notification will come from a facility with Title III reporting requirements, or from the carrier, in the event of a transportation incident. Notification of events occurring outside of the County could come from several sources:

1. National Weather Service (NWS)

Weather phenomena threatening the County would normally be received from the Hastings, Nebraska, National Weather Service Station via the NAWAS distribution system followed by Weather Alert Radio.

2. Nebraska State Patrol (NSP)

Notification of hazardous events occurring near or in the County could come from the Nebraska State Patrol via direct radio communications or telephone. See Annex B for communications details.

3. Nebraska Emergency Management Agency (NEMA)

Back-up notification of all severe events and long-range forecasts of potential disaster situations, such as flood stage predictions could come from the Nebraska Emergency Management Agency in Lincoln. Telephone or e-mail are the normal means; although the NAWAS could also be used.

4. Adjacent Counties

Notification of emergency or disaster events occurring in nearby or adjacent counties would normally be relayed by the affected county using direct radio communications.

G. Alerting of Key People

In accordance with local procedures, the communicator/dispatcher on duty will notify the appropriate city/village and county officials when there is a notification of a possible or actual emergency or disaster event. If the EOC is activated, officials will, as required by the situation, assemble at the EOC and be prepared to evaluate information, effect coordination, and make emergency action decisions.

H. Plan Implementation

The Chief Elected Official of the affected jurisdiction, on the advice of emergency response personnel, will decide to implement all or part of this

plan. A Presidential Declaration of a Civil Defense Emergency shall mean automatic implementation of this Plan. On implementation, local executives will assume such emergency powers as are authorized by local ordinances or contained in the Nebraska Emergency Management Statutes and delegated by the Governor. The Chair of the County Board of Supervisors and/or the Mayors/Chairs of the Village Boards of the affected communities will be responsible for the implementation, management and direction of this Plan. The Chief Elected Official will support the Incident Commander in the execution of tactical operations as prioritized by the Executive Board:

1. All county and city/village officials will immediately activate their portions of the Plan and discontinue all non-essential actions. If a portion of the Plan cannot be activated, the appropriate Chief Executive will be immediately notified so alternate arrangements can be made.
  2. The County Emergency Management Director will coordinate disaster operations support for emergency response services and make contact with the Nebraska Emergency Management Agency and other appropriate state and local organizations.
  3. Depending on the situation, disaster declarations in accordance with RRS 81-829.50 will be made by the chief executives of Hall County and the affected communities. The effect of a local disaster declaration shall activate the response and recovery aspects of this Plan, any other interjurisdictional disaster plans and to authorize the furnishing of aid and assistance from these plans. A local disaster declaration is a prerequisite for obtaining a state disaster proclamation from the Governor authorizing state assistance and response support.
- I. National Incident Management System (NIMS) and the Incident Command System (ICS).
1. The NIMS is an emergency or disaster event management, direction and control system that is standardized for use across the nation. April, 2004, the Governor of Nebraska signed a declaration stating that the NIMS and the Incident Command System will be used by responders and officials during an emergency or disaster response. This management system clarifies decision and strategy making roles, functional operations roles and uses a common language. This incident management system can be used by a single responder for a short duration event to multi-state and governments response to a catastrophic, multi-state event. The Incident Command System allows the responder(s) to have:
    - a. a single set of objectives for a given time period,
    - b. tactical plans developed using a collective, strategic approach,

- c. improved information flow and coordination between responders and decision makers,
  - d. a common understanding of joint priorities and restrictions,
  - e. assurance that no agency’s legal authority is compromised or neglected, and
  - f. use of resources and the combined efforts of all agencies under a single plan.
2. There are five functions or activities common to all responses, whether handled by one or hundreds of responders:
- a. Command: Based on the complexity, severity, expected duration and other factors of the event, objectives are determined, priorities are established, guidance on legal and liability implications of response activation are provided, public information is released.
  - b. Planning: An Incident Action Plan is developed to accomplish the objectives, incoming information is evaluated, the status of assigned resources, personnel, hardware, equipment, money is tracked.
  - c. Logistics: Resources and all other support to the responders, such as equipment, food, temporary shelter, medical care, etc. are provided to operation tasks.
  - d. Finances: Costs are monitored, cost analysis and financial guidance is provided, accounting, procurement of personnel, equipment, material, payroll, insurance, etc. is completed.
  - e. Operations: The tactical or organizational plans are developed, and the incident action plan is efficiently and effectively carried out using the resources provided.
3. NIMS training that details the above, is available from many sources, many of which are referenced on the NEMA website: [www.nema.ne.gov](http://www.nema.ne.gov).
4. Hall County public safety agencies have received NIMS and ICS training sufficient to establish an All-Hazards Incident Management to meet the needs of incidents inside the County. This All-Hazards IMT will train, exercise regularly, and work collaboratively on planned events in preparation for an actual incident.

J. Mutual Aid

When existing local resources are exceeded, mutual aid will be requested from neighboring communities having mutual aid agreements. On request,

Hall County resources may be sent to assist other jurisdictions under existing mutual aid agreements.

K. Requests for State Support

State support may be requested under disaster conditions.

1. If it appears that required disaster response actions are, or will be, beyond the capability of the local government and available mutual aid, the chief executive will prepare a local disaster declaration and request assistance from the State; see Annex A, Attachment 4. This request shall be made through the County Emergency Management Director to the Nebraska Emergency Management Agency and will contain the following information:
  - a. Type of disaster,
  - b. Extent of damage or loss (include fiscal estimate),
  - c. Actions taken by local government, including funds expended, and
  - d. Type and extent of assistance required.
2. The Nebraska Emergency Management Agency will review the request, evaluate the overall disaster situation, and recommend action to the Governor. If the Governor finds the disaster so severe that response is beyond local resources, he/she will proclaim a disaster in accordance with RRS 81-829.40 and state assets will be employed to support local efforts. State support will be coordinated through the State EOC. This does not preclude direct requests for early assistance to first responder state agencies.
3. Under disaster conditions, support by state military forces may be requested through the Nebraska Emergency Management Agency. The Hall County Emergency Manager will coordinate such requests. National Guard or military assistance will complement and not be a substitute for local participation in emergency operations. The National Guard will remain at all times under military command but will support and assist local government. Requests will include the county's objectives, priorities, and other information necessary for the National Guard to determine how best to assist the county.

L. Protection of the Public

The primary responsibility of government is to ensure that all reasonable measures are taken to protect citizens in the event of a potential or actual disaster. This Plan outlines these actions necessary in Hall County. In

addition to normal emergency services, there are four major areas for government action.

1. Warning and Emergency Public Information: Public warnings are issued through a combination of methods. These methods include sirens (outdoor warning), emergency vehicles, radio, television, and local cable television. Advising the public of proper actions to take utilizes the media and is dependent on their full cooperation. Details of warning and information dissemination capabilities and procedures, including the Emergency Alert System (EAS), are in Annex B, Communications and Warning and in Annex D, Emergency Public Information.
2. Protective Shelter: Providing shelter from the direct effects of hazards in the County focuses on three major hazards, tornadoes, extreme temperatures and hazardous materials.
  - a. Tornado Shelters: The tornado shelter policy advises citizens at home to protect themselves in the strongest part of their living facility. Most public facilities have been surveyed to identify the best protective locations. All schools, health care facilities, and major industries have tornado plans. See Annex J.
  - b. Severe Temperature Shelters: Extremes in temperatures can be hazardous to medically fragile people. The local jurisdiction may provide for the safety and welfare of these individuals by opening warming or cooling shelter.
  - c. Indoor Protection: For some hazardous materials incidents it is safer to keep citizens inside with doors and windows closed rather than evacuate. Frequently a chemical plume will quickly move past homes. Because air circulation systems can easily transport airborne toxic substances, instructions will be given to shut off all circulation systems for private homes and institutional facilities.
3. Evacuation: When time permits or when staying in the vicinity of a hazard effect poses a threat to the life and safety of the citizens affected, an evacuation may be ordered. Approximately six (6) percent of the population resides in the 100-year flood plain boundary. Toxic clouds resulting from a fire or hazardous material spill could affect any area within the county. Evacuation decisions will be made by the Incident Commander or, if time permits, the Chief Elected Official, based on the recommendation of the Emergency Management Director. Evacuation procedures are outlined in Annex E, and in Annex H. Reception and care of evacuees are detailed in Annex I.

## M. Recovery Actions

Once the emergency or disaster is under control, search and rescue operations completed, and the immediate needs of the affected citizens have been met, the Executive Group will initiate all recovery actions necessary to return the affected area to normal. If disaster assistance is provided, the chief executive will coordinate with the State and/or Federal coordinating officers. Recovery responsibilities of each agency and organization are defined in the various Annexes. Primary recovery efforts will focus on the following areas:

### 1. Debris Removal (Annexes C and K)

Plans and procedures for debris removal are in Annexes C and K. Debris removal will be coordinated in the county by the County Public Works and in the cities and villages by the municipal Public Works or Maintenance. Snow and ice emergencies will be declared by the chief executive and enforced by the County Sheriff and local law enforcement. Hall County has a FEMA-approved Debris Management Plan under a separate document.

### 2. Habitability Inspections (Annex K)

After tornado strikes, high winds, floods or any other disaster that could cause structural damage, the appropriate local government will ensure that all affected structures, public and private, are safety inspected. Building Department personnel will perform these inspections. Assistance may be requested from the State Fire Marshal's office or the Disaster Assistance Task Force of Nebraska (DATNE) team(s).

### 3. Repair and Restoration of Essential Utilities (Annex K)

The recovery of utilities to normal service will be coordinated in the county by the associated utilities directors in cooperation with the various public and private utility companies.

### 4. Repair and Restoration of Public Facilities (Annex K)

Repair and reconstruction of public facilities, including bridges and culverts, are the responsibility of local government and will generally be funded from locally available contingency funds. If the Governor proclaims a state disaster, some costs may be reimbursable under the Governor's Emergency Fund on a matching basis. If a Presidential Disaster Declaration is obtained, matching federal assistance may be available. Because of this, all public recovery actions will comply with pertinent state and federal laws and regulations.

### 5. Decontamination of HazMat Spill Site (Annex F)



It is the spiller’s legal and financial responsibility to clean up and minimize the risk to the public and workers’ health. The Department of Environmental Quality is responsible for decisions regarding Hazardous Waste disposal. Federal law regulates on-site disposal, transportation, and off-site disposal.

6. Assistance to Individuals and Businesses (Annex G)

While their recovery from a disaster is primarily the responsibility of the affected citizens and businesses, every effort will be made to assist them, particularly those whose needs cannot be met through insurance or their own resources. The American Red Cross and the Nebraska Department of Health and Human Services will coordinate such relief efforts. Emphasis will be placed on assisting and supporting the aged, handicapped and infirm.

N. Mitigation

1. The County Board and the various City Councils and Village Boards should be aware of their responsibilities for maintaining an on-going program to eliminate hazards or minimize their effects.
2. Hall County and its communities in flood hazard areas have complied with all requirements and are participants in the Regular Federal Flood Plain Management Program. These jurisdictions qualify for Federal Flood Insurance and other forms of flood related disaster assistance. The remaining jurisdictions are not considered to be in a flood hazard area.
3. To ensure continuity of mitigation efforts, Hall County executives will hold post-disaster discussions (After Action Reports) to determine what mitigation actions would be appropriate.

VII. ADMINISTRATION and LOGISTICS

A. Procedures

Some administrative procedures may be suspended, relaxed, or made optional under threat of disaster. Such action should be carefully considered, and the consequences should be projected realistically. Procedures to achieve this goal are detailed in this Plan, and any necessary departures from business-as-usual methods are noted.

B. Documentation

All disaster related expenditures will be documented using generally accepted accounting procedures. The documentation will be used following a Governor's Proclamation or Presidential Disaster Declaration to qualify for reimbursement of eligible expenditures and to ensure compliance with applicable regulations.

C. Resources

Following initial lifesaving activities, the Chair of the County Board of Supervisors/Commissioners and the Chief Executives of the cities and villages will ensure that all necessary supplies and resources are procured for the various operating departments. After a Disaster Declaration has been issued, the Chief Executive may, without prior approval of the governing body, rent, lease, procure or contract for such resources or services as are essential for maintaining the safety and well being of the population and effecting the immediate restoration of vital services. Refer to Annex L for resource management procedures.

VIII. TRAINING and EXERCISING

A. Training

1. Specialized training requirements are defined in the functional Annexes. Each department, agency or organization with responsibilities under this Plan is responsible for ensuring that its personnel are adequately trained and capable of carrying out their required tasks.
2. The County Emergency Management Director will assess training needs, ensure that formal emergency management training programs are made available to city and county executives and personnel, and, in general, coordinate the overall training program which includes interagency, interjurisdictional and regional programs.
3. Elected and appointed officials should participate in the training and exercise program to further develop and maintain the necessary policies and procedures for their jurisdictions and the roles and responsibilities of their staffs, emergency managers, responders, support agencies and the public as a whole.
4. The Emergency Manager will involve, to the extent possible, the private business sector and relief organizations in the planning, training and exercise program.
5. The training program will be consistent with the Homeland Security Exercise Plan requirements. All training supported by the Homeland Security grant process must be DHS (Department of Homeland Security) approved.

## B. Exercises

An ongoing program of exercises and drills of the elements of this Plan is essential to the maintenance of the County's emergency response capability and for ensuring the adequacy of this County Plan. It is the County Emergency Management Director's responsibility for training an Exercise Design Team which will coordinate the overall exercise program. An exercise of the "Direction and Control" aspects of this Plan should be conducted annually. All exercises and drills will be evaluated and any follow-up activities conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP).

## IX. PLAN DEVELOPMENT and MAINTENANCE

### A. Responsibility

This Plan is the principal source of documentation of the County's emergency management activities. Almost every agency of government has responsibility for developing and maintaining some part of this Plan. Overall, the County Emergency Management Director will coordinate this process. The planning process is dynamic and always changing and as situations change, new hazards are identified, or capabilities improve, the Plan should also change. The Chief Executives will approve all major changes involving emergency management. The County Emergency Management Director may approve routine changes such as corrections, clarifications, staffing rosters, maps, annotations, and reporting requirements.

1. It is the responsibility of the local Emergency Management Agency to conduct an After Action Review (AAR) for each EOC activation due to an incident or exercise. This AAR should include input from all agencies, including local governments and affected private sector organizations, in the event/exercise response and initial recovery efforts. The purpose of each AAR is to identify policies, procedures, strengths and capability gaps, and the communications and coordination between and among the involved agencies/organizations. Recommended and implemented changes of EMA policy/procedures, agencies' or officials' roles and responsibilities should be documented in an update to this Plan. DHS grant sponsored exercises must meet all Homeland Security Exercise and Evaluation Program reporting requirements and timelines. Likewise, all exercises using DHS planning funds must be recorded on the state's five-year planning calendar.

Correcting or addressing the identified needs for additional training, changes in tactical procedures (revised SOPs), lack of specialized teams or resources is the responsibility of the individual organizations/agencies. The EMA will be a local point of contact for obtaining information and/or

coordination of such training, policy development, for information about obtaining additional resources (available grants or other funding sources) or assistance in developing improved incident management strategies.

2. Each agency, department or organization with responsibilities under this Plan will develop and maintain written procedures for carrying out their assigned tasks. Those local, jurisdictional standard operating procedures (SOPs) will be considered as supplements to this Plan.

B. Review

This Plan and all Annexes and procedures will be updated as the need for a change becomes apparent. Additionally, all portions of the Plan, including operating procedures will be thoroughly reviewed annually and appropriate changes made. Currently, every five (5) years from the date of acceptance of this plan by the County, the LEOP will be revised to reflect major changes as directed by the state or federal governments as required to maintain compliance. The County Emergency Management Director will ensure that this review process is carried out on a timely basis.

C. Recertification

Provisions will be made for periodic recertification of this Plan by the governing bodies of Hall County and the cities and villages of Grand Island, Wood River, Alda, Cairo, and Doniphan. This would normally occur after any significant change in elected officials. The Emergency Management Director will ensure that this is accomplished.

D. Distribution

The County Emergency Management Director will ensure that this Plan and all formal changes are distributed on the local level in accordance with the Plan Distribution List. The Nebraska Emergency Management Agency will be responsible for distribution to other counties, organizations, state agencies, and the federal government. Plans and changes will be distributed with a control copy number and a distribution log will be maintained by the County Emergency Management Agency and by the Nebraska Emergency Management Agency to ensure that all individuals, agencies, and organizations have received current copies of the Plan.

X. REFERENCES

- A. Nebraska State Emergency Operations Plan (SEOP), dated 2 February, 2009, Change 3 – February 2012;
- B. Nebraska State Emergency Alert System Operational Plan, July 2012, as revised;

- C. 2012 North American Emergency Response Guidebook;
- D. Hazardous Materials Emergency Planning Guide, NRT-1, March 1987, updated 2001;
- E. Comprehensive Preparedness Guide (CPG) 101 Version 2.0, Nov 2010.
- F. Emergency Warning and Information Plan for Kingsley Dam, dated December 2008.

### LIST of ATTACHMENTS

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**CITY  
OF  
GRAND ISLAND**

**OPERATIONS  
PLAN**

**FOR  
DISASTER  
RESPONSE  
AND  
RECOVERY**

**2015**

A-25

2015

# CITY OF GRAND ISLAND EMERGENCY OPERATIONS PLAN

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## **CITY of Grand Island EMERGENCY OPERATIONS PLAN**

### **I. PURPOSE**

- A. The responsibility for the welfare of the residents during a disaster rests with the Mayor and the City Council. The Mayor will be responsible for the coordination and management of both the prevention preparations and the disaster operations and recovery. The elected officers of the jurisdiction shall be responsible for ensuring that emergency management services are provided to their citizens and for coordinating emergency operations in their respective jurisdictions, as well as making executive decisions necessary to provide an effective response and recovery to the disaster. (Nebraska Emergency Management Act, 1996, section 81-829.46).
- B. The Emergency Preparedness Mission for the city of Grand Island is to ensure the coordination of city departments and personnel to effectively respond to and recover from a natural or manmade disaster so that the maximum number of people and the greatest amount of property in jeopardy from a disaster can be saved and order restored as soon as possible.
- C. This plan identifies the primary disaster responsibilities of city departments and personnel employed by the city. This plan is intended to supplement the Hall County Local Emergency Operations Plan (LEOP); functions found in this plan are also discussed in the LEOP.
- D. It is in the best interest of the city of Grand Island that the named key officials meet at least once a year and after each disaster to review the Plan with the County Emergency Manager to determine that the Plan is current and reflects the roles and responsibilities as defined by statues, resolutions and field operations.

### **II. PLANNING FACTORS**

#### **A. All-Hazards Approach**

- 1. This Plan uses an "all-hazards" approach that provides general direction for responding to any type of disaster across a full spectrum of hazards.

#### **B. Vulnerable Populations**

- 1. There are populations at risk in Grand Island. These will require special considerations in warning, evacuation, and other areas of disaster response.

2. The community uses the following to warn the various access and functional needs populations.

- Emergency Telephone Notification
- IPAWS
- Media Releases
- Social Media (Facebook & Twitter)
- Email
- Indoor Warning Devices
- Outdoor Warning Sirens

C. Primary Responsibility For Disaster Response and Recovery

1. The responsibility for the welfare of the residents during a disaster rests with the Mayor and the City Council. The elected officers of the jurisdiction shall be responsible for ensuring that emergency management services are provided to their citizens and for coordinating emergency operations in their respective jurisdictions, as well as making executive decisions necessary to provide an effective response and recovery to the disaster.
2. In the absence of the Mayor, the established line of succession is:
  - a. President of the City Council
  - b. Senior member of the City Council
  - c. An official as appointed/elected by the City Council (special election as necessary)

III. BASIC DISASTER OPERATIONS

A. Operations - Warning Phase

1. When alerted of a disaster situation, the Grand Island Emergency Center (GIEC) will begin notification of those on their emergency notification list.
2. The public may have already been warned by sirens or through the electronic media. If there are no automated warnings, GIEC will sound the sirens as authorized.

B. Operations - Actual Disaster

1. The first priority after a disaster has struck is lifesaving activities and the subsequent preservation of property. First Responders will proceed to the scene of the disaster or staging area as soon as possible. Initial

requests for Field Operations assistance will be channeled through the GIEC.

2. After the initial response, the Emergency Operations Center (EOC) will likely be activated to provide a site for local officials and other designated personnel to implement direction and provide coordination and support of Field Operations.
3. Other agencies and groups not defined as First Responders may be asked to provide additional disaster services as the city begins the process of recovery.
4. All responders in the field and officials at the EOC must maintain contact with each other to effectively coordinate response/recovery from the demands of the emergency.
5. All responding departments, agencies and jurisdictions will follow the National Incident Management System (NIMS) protocols when conducting either individual or joint disaster response and recovery activities. This includes but is not limited to establishing unified or area incident command systems, the use of staging areas as needed, implementing multi-agency coordination systems and resource management including the identification and listing of all department, agency and jurisdiction disaster response resources (equipment, trained personnel, supplies, facilities) using the NIMS resource identification process.

C. Operations - Departmental Responsibilities

The City has defined responsibilities for providing assistance to individuals suffering injury and/or loss and for providing government emergency services after a disaster. Disaster operations can encompass three areas:

1. Field Operations (Tactical and Operational)
  - a. First Responders will provide the initial tactical response to a disaster.
  - b. These First Responders will use the National Incident Management System by establishing Incident Command. A member of one of the First Responder emergency units will provide the initial Incident Commander. This will be determined by the nature of the disaster. Incident Command may be transferred to another agency as disaster priorities change.
  - c. Because of the scope of the disaster, First Responders may incur additional responsibilities as defined in Section IV of this plan.

- d. When the EOC is activated, field operations will coordinate with the EOC; although the EOC will not dictate field actions, final authority for major decisions in response/recovery operations is the responsibility of the elected officials at the EOC.

2. Emergency Operations Center (EOC) (Strategic and Functional)

The Emergency Operations Center will be activated to coordinate disaster response and recovery with the site Incident Commander.

- a. Staffing will be determined by the severity of the situation.
- b. The EOC is located at City Hall, 100 E. 1<sup>st</sup> Street, Grand Island, NE. This location provides communications capability, auxiliary power, and ample space with support equipment for disaster operations.

3. Additional Disaster Services (Support)

Other agencies and groups may be asked for assistance after the initial response to the disaster. The Incident Command or the EOC Staff may request these services.

D. Field Operations: Incident Command and the EOC

- 1. Both the field responders and the EOC staff must interface during disaster operations so response efforts are channeled for the quickest, most effective recovery for the city. The use of the NIMS will help standardize communications and enhance coordination between incidents, initial responders, mutual aid, CEO's and supporting organizations.
- 2. Communications Capabilities: When the Incident Commander establishes a command post and the EOC is activated, each will maintain communications with each other.
- 3. EOC Briefings: The Incident Commander, first responders, City Departments and agencies working the disaster may be required to send a representative to report activities, accomplishments, needed support and supplies and the next operational priority in their area. From this report, the Incident Action Plan (IAP) is developed for the next specified operational period.
- 4. Security of the Disaster Area:
  - a. Security may be needed at all the highway points leading into Grand Island. The Nebraska State Patrol can help with security.

- b. Local resources will be used first for roadblocks and barricades; then other village/county/state roads departments may be asked to help. The Incident Commander or Law Enforcement will contact the Communications Center to request additional resources from these agencies.
- c. Identification cards for access to the disaster area will be issued in Grand Island and the County. ID cards are needed for local officials volunteers, the media, and residents when the disaster area has been secured. The Hall Emergency Management Director (or other authorized position) will distribute identification cards from the EOC or at the disaster access points.

E. Operations - Administration

- 1. Under the direction of the Mayor/City Administrator, either the City Clerk/Treasurer/Purchasing Officer will purchase or rent needed supplies, materials, and equipment or hire temporary help for disaster operations. All agreements and contracts on a temporary basis will be recorded in the City Clerk's/Treasurer's Office. Contracting for permanent repairs and/or new construction of public facilities will follow established, routine procedures. All labor, equipment, and material expenditures, including donated supplies, equipment, professional and volunteer services for the disaster will be submitted to and documented by the City Clerk/Treasurer.

IV. INCIDENT COMMAND / FIELD OPERATIONS - FIRST RESPONDERS

A. Primary Field Operational Control for the Disaster

- 1. All City Departments will become familiar with an Incident Command System per HSPD-5, NIMS. This Incident Command System will be used to ensure one point of contact for field coordination.
- 2. The Incident Commander may select staging area(s) if needed. The Incident Commander will inform the EOC of the location(s) of the staging area(s).

B. Responsibilities List for Field Operations

- 1. In preparing this plan, city officials have assigned responsibilities for disaster response and recovery. These responsibilities address an "all-hazards" approach; therefore, all activities listed for each department may not need to be applied to every disaster. However, the list is not all-inclusive; at the direction of either the Department Supervisor or the City Administrator (Mayor, if no City Administrator); city personnel may be requested to perform other disaster duties.

2. The task assignments for each City Department are written in general terms and purposely do not tell supervisors how to do their jobs. Each Department should develop guidelines (SOPs) for their specific operations in a disaster situation.

C. Police Department - Police Chief (LEOP - Annex H)

1. Among the First Responders to the disaster scene.
2. Implements the appropriate National Incident Management System.
3. Assesses communications capability as a priority action.
4. Notifies off-duty Police Department personnel and, if required, other law enforcement agencies for assistance. About 145 persons could be available from the Grand Island Police Department, County Sheriff's Office, Nebraska State Patrol, Game and Parks Commission.
5. If needed, in conjunction with the Fire Department, warns residents and businesses by public address systems, knocking on doors, or other means.
6. Conducts any evacuation as required; including coordination with Emergency Management to select the best evacuation routes to the selected shelter. See Annex E for evacuation planning and operations guidelines.
7. Implements established procedures for roadblock locations to isolate Grand Island if entry control is necessary.
8. Warns the public to evacuate by public address system or door-to-door if time does not allow emergency information to be released through the Public Information Officer; the Fire Department may assist in contacting those affected. See Annexes B and D for communications capabilities and strategies.
9. Coordinates with the EOC and Incident Command for transportation of access and functional needs evacuees.
10. Coordinates with the EOC and Incident Command in selecting assembly points and exercises surveillance over the assembly points being used for loading buses used for evacuation.
11. Assesses and determines the immediate needs for cleared routes to the hospital and coordinates with the EOC and Incident Command.

12. Coordinates traffic control and crowd control in and around the disaster area.
13. Coordinates with the Street Department for barricades, signs, and flags at control points as established by the Police Department. This will also be coordinated with the EOC and Incident Command.
14. Conducts search and rescue operations with Fire Department personnel.
15. Assesses the need for other City Departments to respond, contacts the Superintendents of Departments and reports this to the EOC.
16. May request opening the EOC for assistance in coordinating disaster response.
17. Relocates to an alternate site, if the Law Enforcement Center is damaged.
18. May initially advise the EOC of area affected and gives general damage information.
19. Refers inquiries from the general public regarding the disaster or the whereabouts of an individual to the EOC.
20. Sends a representative to the briefings at the EOC; informs the EOC/City Administrator/Mayor/Incident Commander of any problems.
21. Secures the disaster area:
  - a. To include critical public facilities and residences
  - b. Checks volunteer ID cards
  - c. Checks permanent ID cards of City personnel
  - d. Controls EOC security from any interference with emergency operations
22. Prevents looting in disaster area.
23. Prevents re-entry into damaged or contaminated buildings.
24. Provides security at shelters, if needed.
25. Provides security for visiting dignitaries.
26. Notifies the EOC of possible flooding problems.

27. Picks up stray animals or implements other animal control measures using volunteers, veterinarians or animal control officers. See Annex H.
28. Provides volunteer inmate labor.
29. Deputizes additional personnel, as required.
30. Continues with police responsibilities and services in unaffected areas.
31. Designates and maintains the lines of succession in the absence of the Police Chief.

D. Communications Center – Emergency Management (LEOP - Annex B)

1. Maintains a current call-down roster of phones and pagers for key city personnel and others such as the hospital, care centers, schools, and businesses.
2. Provides warning through sirens; if the endangered area is isolated, telephones residents and/or businesses and initiates other warnings systems for identified special populations.
3. Monitors and disseminates further watches and/or warnings or advisories.
4. After the initial request for first response, makes the necessary notifications to include notifying the City Administrator, Mayor, and Emergency Management Director.
5. Coordinates emergency radio traffic.
6. May request additional assistance through the EOC.

E. Fire Department - Fire Chief (LEOP - Annex F)

1. Among the First Responders to disaster scene.
2. Assumes the operational control for fire suppression and explosions.
3. If properly trained, serve as a hazardous materials responder; provides measures to minimize dangers from hazardous materials.
4. Provides radiological monitoring at radiological accidents, including the necessary coordination with Nebraska Health and Human Services System Regulation and Licensure and the Nebraska Emergency Management Agency.
5. Implements the Incident Command System per NIMS.



6. May request opening the EOC for assistance in coordinating and supporting disaster response.
  7. Coordinates with Law Enforcement in search and rescue operations.
  8. Assists Law Enforcement in evacuation efforts.
  9. Assists Law Enforcement in warning by public address system or door-to-door.
  10. Assists Law Enforcement in crowd control/security of the disaster area.
  11. Assesses need for other City Departments to respond and contacts the Department Superintendent(s); reports this to the EOC.
  12. Implements mutual aid agreements with other jurisdictions, as needed.
  13. Coordinates the staging area with the EOC and Incident Command.
  14. Provides back-up equipment for water pumping.
  15. Assists in safety inspections to assure the integrity of a structure before permitting re-occupancy.
  16. Sends a representative to briefings at the EOC; informs the EOC/City Administrator/Mayor/Incident Commander of any problems.
  17. Refers inquiries from the general public regarding the disaster or the whereabouts of an individual, to the EOC.
  18. Continues fire suppression operations.
  19. Establishes and maintains the lines of succession in the absence of the Fire Chief.
- F. Emergency Medical Services - Rescue Chief (LEOP - Annex G)
1. May be among the First Responders at the disaster scene.
  2. Implements the Incident Command System per NIMS.
  3. Conducts triage operations, if needed.
  4. Operates emergency medical units to provide emergency treatment to injured personnel at the scene.

- 5. Transports injured to the hospital; checks with Police Department\EOC for open routes to hospital.
- 6. Implements mutual aid agreements with other jurisdictions as necessary, allowing hospital staff to stay at their facility to receive injured.
- 7. Sends a representative to briefings at the EOC and informs the EOC/City Administrator/Mayor/Incident Commander of any problems.
- 8. Continues emergency medical services for the remainder of the City.
- 9. Establishes and maintains the lines of succession.

G. Public Works/Utilities (LEOP - Annex K)

- 1. The Public Works Department and the Utilities Department includes these Divisions: Street, City Electric, Water, Waste Water, Parks and Recreation. If a staging area for the Public Works or Utilities function is established, it will be coordinated with the EOC and Incident Command.
- 2. Streets Division- Superintendent

The call to respond to the disaster will probably come from dispatch at the GIEC. The Superintendent will coordinate with the Mayor/City Administrator/Incident Commander on disaster work assignments. Tasks may include but are not limited to:

- a. Developing a response priority/plan to clear debris from the primary routes needed for First Responders; then clearing the arterials and collectors.
- b. Assessing and reporting street damage to the EOC; systematically clearing the streets as prioritized at the EOC briefings with input from the City Administrator/Mayor/Incident Commander, Police Department, and other affected City Departments.
- c. Closing streets, if requested by Law Enforcement/Incident Commander, by transporting and erecting barricades, signs, and flags at control points established by Law Enforcement.
- d. Posting traffic directional signs, as needed, particularly for evacuation.
- e. Clearing debris from public areas, but only from private property as is necessary for the rescue or safety of the occupants.
- f. Performing priority repairs to streets.

- g. Clearing inlets and repairing storm sewers.
  - h. Providing emergency repair and maintenance of vehicles and equipment during disaster operations.
  - i. During flooding conditions, coordinating sandbagging operations for public buildings/entities.
  - j. Assisting the City Administrator/Mayor in meeting requirements for the disposal of disaster debris. Responsibilities for landfill operations are listed under City Administrator.
  - k. Establishing temporary debris collection or disposal sites, additional temporary tree burning areas, as needed and as approved by Dept. of Environmental Quality.
  - l. If not being utilized, furnishing heavy equipment and personnel to other City Departments.
  - m. Sending a representative to the briefings at the EOC; informing the EOC, City Administrator, Mayor and Incident Commander of accomplishments, needs and any problems.
  - n. Maintaining records of all overtime, operational expenses, repair costs, in-stock supplies used; supplies, equipment and labor procured during the response and recovery.
3. Electric Utilities
- a. All department employees will report to their normal Street and/or Electric Shop for vehicles, mobile communications and assignments. If their work reporting stations are un-accessible, they will receive further information during the notification or recall process.
  - b. The first qualified employee reporting may survey the sub-stations; survey overall damage to see if outside assistance will be required and will alert the Superintendent if mutual aid is needed. This will also be reported to the EOC.
  - c. Electrical Supervisor/director will direct and coordinate activities that:
    - i. De-energizes downed power lines.
    - ii. Restores service as prioritized.
    - iii. Coordinates with the City Administrator/Mayor and Incident Command and supplier in finding a temporary source of electricity should the city need it to restore utility service.

- iv. Keeps the City Administrator/Mayor and Incident Command and supplier informed of the current situation and when service may be restored.
  - v. Sends representative to briefings at the EOC; inform the EOC/City Administrator/Mayor/Incident Commander of any problems.
  - vi. Safety inspects the electric systems on damaged public buildings; coordinates with the building inspector on these inspections.
  - vii. Provides emergency lighting where needed for disaster operations.
  - viii. Coordinates the use of emergency power generators with the EOC and Incident Command.
  - ix. Furnishes available heavy equipment and personnel to other City Departments.
4. Water Utilities and Wastewater Division - Superintendents
- a. Water Utilities
    - i. Can assess each house individually.
    - ii. Maintain water pressure and uncontaminated water supply.
    - iii. Where possible, ensures an adequate water supply to the fire hydrants in case of major fire.
    - iv. Is prepared to isolate the water system where there is a possibility of contamination from a hazardous materials spill.
    - v. Repairs the water tower and/or mains, as prioritized; isolates ruptured or damaged mains until repairs can be made.
    - vi. Coordinates water testing with the State Health and Human Services System.
    - vii. Provides potable emergency water supply.
      - a. Locates suitable containers; fills with uncontaminated, potable water.

- b. Distributes water to locations as coordinated by the EOC; is aware of prioritized facilities needing water such as the hospital or care facilities.
- viii. Safety inspects the water system.
- b. Wastewater Division
  - i. Maintains the sanitary sewer operations.
  - ii. Is prepared to isolate in-flow if the incident involves a hazardous materials spill into the waste system.
  - iii. Safety inspects the wastewater system if damaged from the disaster.
  - iv. Contracts for portable toilets and for their maintenance.
- c. Both Water and Wastewater Divisions
  - i. If not being utilized, may be required to furnish equipment, such as vehicles, and personnel to other City Departments.
  - ii. Sends one person to EOC briefings to represent both Divisions; informs the EOC/City Administrator/Mayor/Incident Commander of any problems.
- 5. Parks and Recreation Department - Director
  - a. Surveys damage to parks.
  - b. Reports to the City Administrator/Mayor for disaster work assignment.
  - c. If not being utilized, furnishes equipment/personnel to other City Departments; will primarily assist Street Department.
  - d. Will attend or be represented at EOC briefings; informs the EOC/City Administrator/Mayor of any problems in disaster clean-up/repair.

6. Transfer Station & Landfill Operation

The City Administrator/Mayor will primarily be responsible for coordinating disposal of disaster debris and will work with the Street Department in accomplishing this function. The following may be some of the requirements for disaster operations:

- a. Meet the demand for greater disposal operations by:
  - i. Requesting an extension of hours as needed for debris disposal.
  - ii. Requesting signs or guides in the landfill area to organize disposal efforts.
- b. Obtain permission from DEQ for normally unauthorized items (to the extent possible) to go to the landfill; find alternatives for disposal of unauthorized items.
- c. Maintain a "salvage depot" for recovered, unclaimed damaged property which is removed from public or private property.
- d. In coordination with other affected City Departments, the EOC, and Incident Commander establishes temporary site(s) for debris disposal/storage, separation, storage, recycling.
- e. Will establish an additional temporary tree-burning area, if the one "permitted" burn site in Grand Island is not adequate.

V. EMERGENCY OPERATIONS CENTER

A. Mayor/City Council (LEOP - Annex A)

Responsibilities of the Mayor and City Council during disaster operations may include, but are not limited to:

- 1. Making executive decisions; establish effective disaster response policy.
- 2. Exercising emergency powers; provide policy decisions.
- 3. Signing the Disaster Declaration.
- 4. Exercising the final authority on subjects such as:
  - a. Curfews
  - b. Price restrictions

- c. Standards for contractors, craftsmen
  - d. Temporary waivers for land use
  - e. Other related legal responsibilities
  - f. Evacuation decisions
5. Approving emergency legislation for the city.
  6. Activating the EOC; notifying the Emergency Manager
  7. Emergency Public Information (LEOP - Annex D)
    - a. The Mayor will ensure that the public is given timely and accurate information through the Public Information Officer (PIO).
    - b. The Mayor will designate a PIO at the time of the disaster if one is not appointed.
    - c. The PIO will establish an Information Center to:
      - i. Release emergency directions and information to radio, television and newspaper.
      - ii. Work with outside media sources, providing timely, accurate information at scheduled media briefings or as the situation dictates.
      - iii. Maintains liaison with the EOC and the Incident Commander to stay abreast of current information.
      - iv. Serves as the source through which the media will gain access to public officials, if required.
      - v. Provides current and accurate information to the general public making inquiries.
- B. City Administrator (The Mayor assumes the following duties if there is no City Administrator.)

The City Administrator is the administrative head of the city government and works under the direction of the Mayor who has final authority for all City Departments. The City Administrator may be delegated responsibility by the Mayor and Council to coordinate with the Emergency Management Director in providing unified management of the direction and control functions for

disaster response and recovery and for support of the Incident Command. The City Administrator's responsibilities may include, but are not limited to:

1. Coordinating with the Mayor/City Council members, the Emergency Management Director and the Incident Commander during disaster operations.
2. The City Administrator will be alerted of a disaster situation by the GIEC dispatcher or Emergency Management Director; normally, the City Administrator will, in turn, call the Mayor.
3. Activating the EOC.
4. Reporting to the EOC to monitor the disaster incident through situation reports and data coming into the EOC; visiting the various areas of the disaster, as necessary.
5. In conjunction with the Emergency Management Director, determining EOC staffing.
6. Providing over-all coordination of all City Departments and purchasing for handling the disaster effort.
7. In conjunction with needs of Field Operations and Emergency Management:
  - a. Recruiting any city personnel not involved in disaster response who could assist in emergency duties.
  - b. Forming a clerical pool and provide any other support personnel needed to staff the EOC - may include recording disaster events, maintaining status boards, word processing, answering inquiries, telephoning, etc.
8. Maintaining current inventory and resource list of emergency equipment and supplies.
9. Coordinating citywide resources that may be used in disaster response/recovery.
10. Coordinating with the City Attorney on any legal emergency matters.
11. Responding to official inquiries.
12. If a number of public buildings and/or streets have been affected by the disaster, assisting in prioritizing the return to service.



13. Coordinating with the Building Inspector in recovery and rebuilding efforts.
14. Ensuring the Building Inspector has designated someone to photographically document damage should there be a later application for state or federal assistance.
15. Designating appropriate staff to photograph debris piles before disposal.
16. In conjunction with the Finance Director, ensuring that the City Finance Department documents expenses for the disaster including the donation of supplies, equipment, services and volunteer labor.
17. Assisting the Emergency Management Director in determining the location(s) for the distribution of potable water and requesting the Water Department to provide potable water to the public; then through the Public Information Officer, notifying the public of the availability and location(s) of water.
18. Working with the Emergency Management Director in providing liaison with local contractors, businesses, and industries to obtain the needed heavy equipment and operators, supplies, or specialized personnel as required in the disaster situation.
19. Advising disaster victims of temporary emergency housing.
20. Establishing a point of contact for cash donations from the community for disaster victims/efforts and establishing guidelines in distributing the money. Also maintain an accepted, standardized accounting system to track appropriate financial donations.
21. Maintaining a "salvage depot" for unclaimed items.

C. Emergency Management Director

The Grand Island-Hall County Emergency Management Director will act as a disaster operations advisor to the Mayor and City Council. In performing the direction and control function for coordinating disaster operations, the Emergency Management Director will work closely with the City Administrator. Disaster operations duties for the Emergency Management Director may include, but are not limited to:

1. Being responsible for the EOC readiness to include adequate communications systems, status/ICS boards, maps, office supplies/equipment, printed logs/forms, alternate power or an alternate location.

2. Activating the EOC (normally called by the Dispatcher); assumes overall operational management and coordination for the support of emergency functions of the disaster response and recovery.
3. In conjunction with the City Administrator/Mayor, determining who is needed on the EOC Staff.
4. Maintaining a current call-down list of EOC Staff with an established procedure for calling in the Staff.
5. Coordinating additional communications support, such as amateur radio operators, staff to take calls for "rumor control", etc.
6. Tracking and recording disaster events electronically, or on a status board or flip chart; plotting areas of destruction on maps; staff from the City Finance Department may be assigned this function.
7. Conducting EOC briefing(s) to coordinate disaster response/recovery efforts; determine with executives how often briefings are needed.
8. Coordinating with the City Departments as well as local businesses, private groups, volunteers, and adjacent jurisdictions called for mutual aid and with Hall County government if the situation dictates.
9. Requesting the Public Information Officer to provide emergency information to the public concerning an evacuation.
10. Coordinating transportation that may be required for evacuation.
11. Advising in the selection of assembly points for transportation.
12. Coordinating shelter operations with the American Red Cross.
13. Recommending that the Mayor/Council declare an emergency; preparing the Disaster Declaration for the signature of the Mayor and the witness of the Clerk.
14. Coordinating with the City Attorney on any legal emergency matters.
15. Coordinating with the Hall County COAD (County Organizations Active in Disasters) on disaster needs of individuals to provide necessary outreach services and assistance in recovery.
16. Coordinating staging areas with Field Operations.
17. Disseminating Identification cards for:
  - a. Emergency workers

- b. Volunteers
  - c. Disaster area residents
  - d. Appointed/elected officials
18. Coordinating with the City Administrator in determining potable water distribution locations; assuring that the public is notified concerning the availability and location of water.
  19. Working with the City Administrator in providing liaison with local contractors, businesses and industry to obtain the needed heavy equipment and operators, supplies, or specialized personnel as required.
  20. Making formal requests to the next higher levels of government for assistance if the disaster response is beyond the capability of the City.
  21. Providing pre-event training opportunities for personnel who will respond to a disaster.
  22. Reviewing and updating this Plan for the City of Grand Island, annually.

D. City Attorney

1. Reviews the Nebraska Emergency Management Act and provides emergency legal counsel to city officials on subjects such as:
  - a. Curfews
  - b. Price restrictions
  - c. Standards for contractors, craftsmen to ensure disaster victims are not further victims of unscrupulous practices
  - d. Temporary waivers for land use
  - e. Other related legal duties
2. Drafts emergency legislation for the city.
3. Provides assistance in negotiating contracts for emergency services.

E. Building Department (LEOP - Annex C)

1. May coordinate or assist the Debris Manager in damage assessment of:
  - a. Public entities
  - b. Homes
  - c. Businesses
2. Compiles information to define the property appraisals/values and insurance coverage as well as damage sustained.
3. Works with the American Red Cross damage assessment team to assure all homes have been surveyed for damage.
4. In conjunction with the City Administrator, assures someone is designated to photograph and record public and private damage should there be an application for state or federal assistance.
5. Compiles all damage assessment reports into a summary document for use by the EOC Staff.
6. Assures that safety inspections are conducted for public and private buildings and issues temporary occupancy permits for temporary housing.
7. Prepares demolition orders for all unsafe structures and provides assistance in the coordination of the demolition work.
8. Assures that rebuilding is in compliance with the City's master development plan.
9. Coordinates first with local contractors/lumber yards to restore damaged public facilities.
10. Coordinates with the City Administrator in establishing a point of contact for insurance adjusters and the influx of builders and repairmen.
11. Contracts, with the approval of the City Administrator, for needed structural engineering services.
12. Coordinates, as necessary, with the City Electric Superintendent on the safety inspections of the electric systems on damaged public buildings.
13. Ensures that all incoming contractors register through the Building Inspector's office.

F. City Finance

1. Witnesses the Disaster Declaration.
2. Tracks and documents all expenses for the disaster operations from each City Department to include:
  - a. Labor (regular and overtime, temporary help and volunteer time).
  - b. Equipment usage, rentals, repairs due to the disaster.
  - c. Materials (to include parts and supplies used from the City's inventory) and
  - d. Accounts for the reception and disbursements of all appropriate financial aid, equipment, supplies, volunteer labor and donations.
3. Coordinates with the Purchasing Officer in assigning (at the time of the disaster) an account number for emergency expenditures.
4. Provides financial statistics and summaries for the cost of the disaster, when requested.
5. In conjunction with the City Administrator, prepares the necessary documentation required for state and federal disaster assistance applications.
6. In initial disaster response, may assist at the Emergency Operations Center.
7. Provides staff for the EOC to track and record disaster events.

G. Purchasing Officer

1. Makes emergency purchases, as required.
2. When the Mayor declares a disaster, implements the policy that delegates authority to department superintendents to purchase or lease emergency supplies and/or equipment.
3. Coordinates with the City Finance in assigning department superintendents an account number for emergency expenditures.

RESOLUTION 2015-328

WHEREAS, the City Council of Grand Island, Nebraska, pursuant to Nebraska Statute, is vested with the authority of administering the affairs of Grand Island, Nebraska; and

WHEREAS, it has been determined that a Hall County Local Emergency Operations Plan has been developed in order to provide for a coordinated response to a disaster or emergency in Hall County, the City of Grand Island and other cities and villages in Hall County; and

WHEREAS, the City Council of Grand Island, deems it advisable and in the best interest of Grand Island to approve said Local Emergency Operations Plan;

WHEREAS, the acceptance of this 2015 Local Emergency Operations Plan supersedes all previous approved Hall County Local Emergency Operations Plans.

NOW, THEREFORE, BE IT RESOLVED by the City Council of Grand Island, Nebraska, that the Hall County Local Emergency Operations Plan be, and hereby is, approved.

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Adopted by the City Council of the City of Grand Island, Nebraska, November 24, 2015.

\_\_\_\_\_  
Jeremy L. Jensen, Mayor

Attest:

\_\_\_\_\_  
RaNae Edwards, City Clerk

Approved as to Form	☐ _____
November 20, 2015	☐ City Attorney