

Part Three: Emergency Operations Plan



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Attachments and Agreements

Emergency Management Resolution – Establishing the Office of Emergency Management
 Emergency Management Director Resolution – Appointment of the Director OEM
 Resolution Establishing the Designated Emergency Response Authority (DERA)
 Resolution Establishing the Local Emergency Planning Committee (LEPC)

Emergency Support Functions

ESF 1: Transportation
 ESF 2: Telecommunications and Information Technology
 ESF 3: Public Works and Engineering
 ESF 4: Firefighting
 ESF 4a: Wildland Firefighting
 ESF 5: Emergency Management, Situational Awareness and Planning

ESF 6: Mass Care / Disaster Housing

ESF 6a: Human Services

ESF 6b: Household Pets and Service Animals

ESF 6c: Volunteer Organizations Active in Disaster (VOAD)

ESF 7: Logistics / Resource Management

ESF 8: Public Health and Medical

ESF 8a: Behavioral Health

ESF 8b: Emergency Medical and Hospital Services

ESF 8c: Fatality Management

ESF 9: Search and Rescue (Wilderness and Urban)

ESF 10: Hazardous Materials

ESF 11: Natural and Cultural Resources

ESF 11a: Agriculture / Large Animal Care

ESF 12: Energy

ESF 13: Public Safety

ESF 14: Community Recovery and Mitigation

ESF 15: Public Affairs / External Affairs

ESF 16: Schools and Universities

ESF 17: Finance and Administrative Support

Operational Annexes

Incident Management Annex

Evacuation and Re-Entry Annex

EOC Management Annex

Resource Management Annex

Emergency Notification and Warning Annex

Disaster Declaration Annex

Public Information Management Annex

Red Cross Winter operations Annex

Snow and Ice Removal Policy

Larimer County Emergency Operations Plan

Section 3.1: INTRODUCTION AND PURPOSE

Within the State of Colorado, local governments and other organizations must be prepared to respond to emergencies that may occur within their areas of responsibility and must be able to assess whether their capabilities are sufficient to respond effectively. That means that Larimer County is responsible by law to develop plans to enhance the safety and security of its residents, and to respond effectively to save lives, protect public health, safety, and property, and restore communities. The Larimer Emergency Operations Plan (EOP) is a comprehensive all-hazards plan that describes these potential emergencies and delineates emergency response policies, responsibilities, and lines of authority that guide operations following a major disaster or emergency.

This document ensures alignment with both the National Response Framework (NRF) at the Federal level and State Emergency Operations Plan (SEOP) at the State level. This plan will reflect participation from county agencies, municipal partners, and the private sector as well as collaborative partnerships with emergency response agencies within the County. The agency with primary responsibility for the development and activation of the Emergency Operations Plan is the Larimer County Office of Emergency Management (OEM).

The purpose of the EOP is to provide a framework for response to disasters and other incidents which overwhelm normal resources. The EOP consists of the Basic Plan, Functional Annexes and Procedural Annexes. The Basic Plan includes the purpose, scope, situations, assumptions, and concept of operations. It also includes a description of the organization and assignment of responsibilities, direction, control, and coordination elements. It describes how intelligence, communications, administration, finance and logistics will be addressed. It addresses plan development and maintenance, and it includes a section describing authorities and references. The Functional Annexes describe the roles and responsibilities for each of the Emergency Support Functions. The Procedural Annexes outline specific policies and procedures to ensure a coordinated response, such as incident management, resource management, communications, and public information and warning systems

The EOP is a living document and will continue to evolve as it is tested in exercises and real incidents. The Office of Emergency Management is confident that this will serve as an excellent tool for improving coordination and strengthening relationships among all emergency management partners—Federal, State and Local governments, voluntary disaster relief organizations, and the private sector—as we work together to meet basic human needs and restore essential government services before, during and after a disaster. This enhanced partnership should reduce human suffering and decrease costly damages to property.

Section 3.2: BASE PLAN

A. Legal Authorities

1. Local

- a. Larimer County adoption of the Emergency Operations Plan, 2018.
- b. Larimer County resolution adopting the National Incident Management System, signed May 3, 2005
- c. Larimer County ordinance establishing the Larimer County Office of Emergency Management

2. State

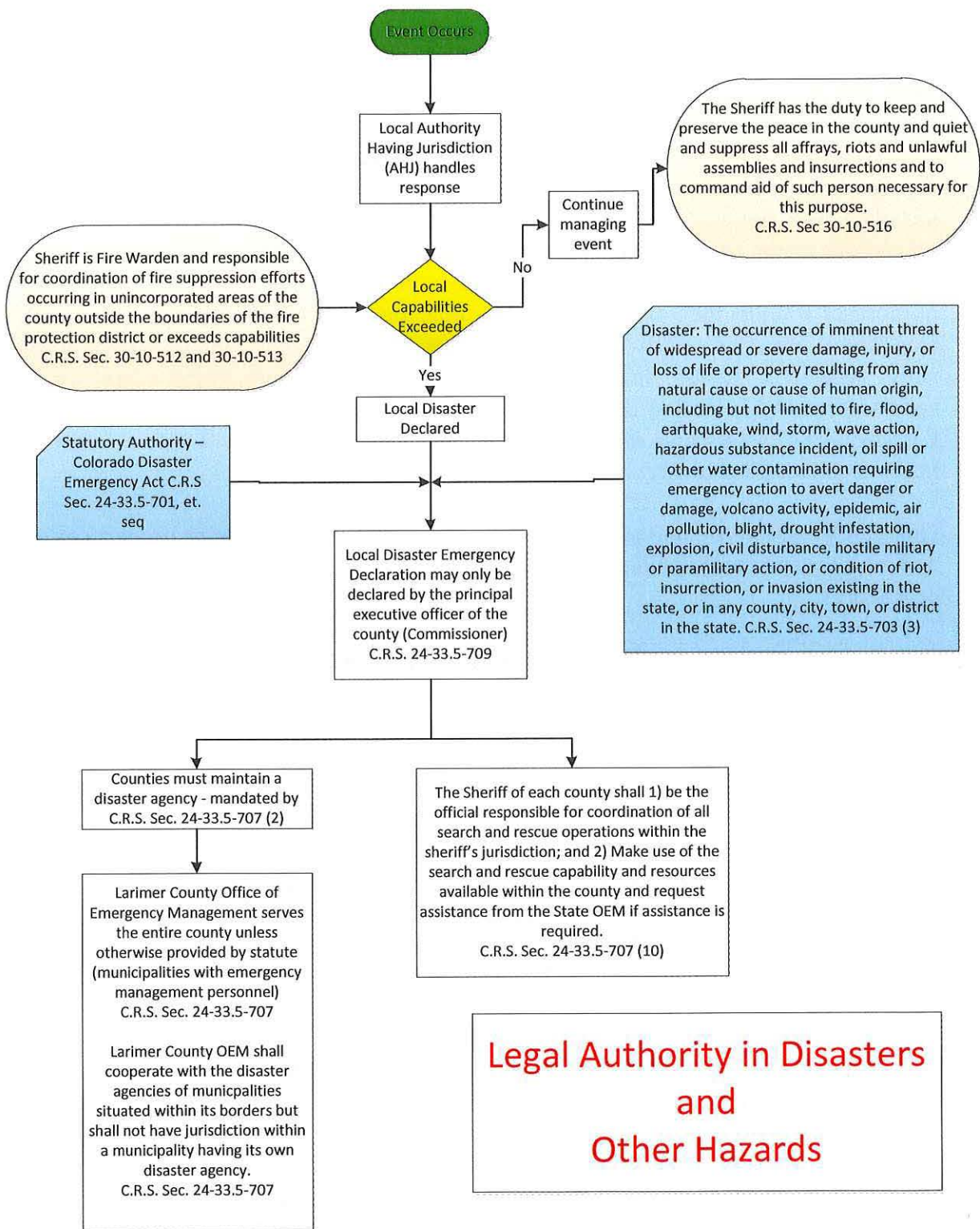
- a. Colorado Revised Statutes, Title 24, Article 33.5, Part 701, Colorado Disaster Emergency Act, as amended
- b. Governor's Executive Order 2011-005, Establishing a policy to enhance the relationship between state and local government
- c. Governor's Executive Order 2004-011, Adoption of the National Incident Management System for the State of Colorado
- d. Colorado Revised Statutes, Title 2, Article 3, Legislative Declaration and Legislation Emergency Preparedness, Response, and Recovery Committee
- e. Colorado Revised Statutes, Title 13, Article 21, Part 113.7, Immunity of volunteer firefighters, incident management teams, and their employers or organizations
- f. Colorado Revised Statutes, Title 17, Article 24, Inmate Disaster Relief Program utilizing inmate crews for various emergency response and recovery functions.
- g. Colorado Revised Statutes, Title 24, Article 32, Part 2504, Temporary housing for disaster victims
- h. Colorado Revised Statutes, Title 24, Article 33.5, Part 705.3, Statewide all-hazards resource database
- i. Colorado Revised Statutes, Title 24, Article 33.5, Part 705.4, Creation of the All-hazards Resource Mobilization System and the Resource Mobilization Plan
- j. Colorado Revised Statutes, Title 24, Article 33.5, Part 822, Memorandum of Understanding with volunteer organizations to assist the Sheriff, local government, local emergency planning committee, or state agency in providing services in the event of a disaster
- k. Colorado Revised Statutes, Title 24, Article 33.5, Part 823, Qualified Volunteer Organization List
- l. Colorado Revised Statutes, Title 24, Article 33.5, Part 824, Provisions for volunteer protections
- m. Colorado Revised Statutes, Title 24, Article 33.5, Part 1102 Governor's powers for emergency relief to local governments
- n. Colorado Revised Statutes, Title 24, Article 33.5, Part 1105, Debris Removal authorities
- o. Colorado Revised Statutes, Title 24, Article 33.5, Part 1106, Grants to Individuals after a Presidentially Declared Disaster

- p. Colorado Revised Statutes, Title 24, Article 33.5, Part 1107, Community loans after a Presidentially Declared Disaster
- q. Colorado Revised Statutes, Title 24, Article 33.5, Part 1220, Emergency Fire Fund creation and management
- r. Colorado Revised Statutes, Title 24, Article 33.5, Part 1221, State Responsibility for managing forest and wildland fires in specific areas of the state
- s. Colorado Revised Statutes, Title 24, Article 33.5, Part 1222, Cooperation by counties with the governing bodies of organized fire districts, fire department, municipal organizations, private entities, other counties, agriculture, and the federal government in the management and prevention of forest fires
- t. Colorado Revised Statutes, Title 24, Article 33.5, Part 1223, Sheriff's authority to enforce all state forest fire laws
- u. Colorado Revised Statutes, Title 24, Article 33.5, Part 1226, Wildfire Emergency Response Fund (WERF) creation and requirements
- v. Colorado Revised Statutes, Title 24, Article 60, Part 2902, Emergency Management Assistance Compact authorization
- w. Colorado Revised Statutes, Title 25, Article 1, Part 108, Powers and duties of the State Board of Health
- x. Colorado Revised Statutes, Title 25, Article 1.5, Part 107, Purchase of antiviral therapy for Pandemic Influenza
- y. Colorado Revised Statutes, Title 25, Article 3.5, Part 704, Statewide Emergency Medical and Trauma Care System
- z. Colorado Revised Statutes, Title 28, Article 3, Part 104, Governor as the Commander in Chief of the military forces
- aa. Colorado Revised Statutes, Title 29, Article 22, Part 102, Response authorities for hazardous substance incidents
- bb. Colorado Revised Statutes, Title 29, Article 22.5, Part 103, Wildland fire general authority and responsibilities
- cc. Colorado Revised Statutes, Title 30, Article 10, Part 516, Sheriff's duty to preserve the peace and command aid
- dd. Colorado Revised Statutes, Title 37, Article 60, Part 123.4, State Flood Response Fund creation

3. Federal

- a. P.L. 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments, as amended
- b. Pets Evacuation and Transportation Standards Act, amending Section 403 of the Stafford Act, authorizing FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.
- c. Executive Order 12127 Establishment of the Federal Emergency Management Agency

- d. Homeland Security Presidential Directive 5 (HSPD 5), February 2003, Establishing the National Incident Management System
- e. Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), known as Superfund, enacted by Congress on December 11, 1980, provides broad federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment
- f. Superfunds Amendments and Reauthorization Act (SARA) Title III, known as the Emergency Planning and Community Right to Know Act, amended the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) on October 17, 1986, established a community's right to information on what hazardous chemicals are used, stored, produced, or released from local industries



B. Explanation of Terms

The definitions of terms, abbreviations and acronyms used in this plan, and the definitions to several other commonly used emergency management acronyms and terms are found in **Appendix A** of this plan. The following terms are used throughout this document and have the following special meanings:

Disaster – (State Definition) An occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause, including, but not limited to, fire, plague, spill, or any water contamination requiring emergency action to avert danger or damage, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance or hostile military or paramilitary action. For the purpose of state or federal disaster declarations, the term disaster generally falls into the category of major or catastrophic, based on the level of severity and impact on local and state resources. Major disasters are likely to require immediate state assistance supplemented by federal resources, if necessary, to supplement state efforts and resources. Catastrophic disasters may require immediate and massive state and federal assistance in both response and recovery.

Emergency – (State Definition) An unexpected event that places life or property in danger and requires an immediate response through the use of state and community resources and procedures.

Emergency Management - The actions taken to prepare for, respond to, and recover from emergencies and disasters and mitigate against current and future risk.

Terrorism – Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

Local Government – Refers to the county level government and includes all legally recognized political subdivisions therein, unless otherwise specified.

State Departments – An all-inclusive term referring to all state level governmental departments, agencies and commissions, etc.

The Plan – The term “The Plan” as used herein refers to the Base Plan of the Larimer County Emergency Operations Plan.

C. Scope and Priorities

This plan covers the response to, and the short-term recovery from, a range of hazards that could occur in Larimer County. Disasters can include both natural events (floods and blizzards) and human-caused events (hazardous material incidents and violent criminal

actions). Regardless of the type of emergency, the priorities are:

- Save lives
- Protect health and safety
- Protect property
- Preserve the environment
- Minimize economic impact

This plan is part of a larger structure that supports emergency management throughout the surrounding area and the state. The EOP provides information on how assistance may be requested from other jurisdictions/authorities and how Larimer County resources can be requested by outside agencies. However, nothing in this EOP shall abridge or curtail the powers of the Board of Commissioners or the Sheriff through local and state laws and authorities.

Emergencies can quickly escalate into disasters requiring resources that are not usually available within individual agencies and standard Mutual Aid Agreements. The EOP will be activated when any event begins to overwhelm normal resources and requires the assistance of the Larimer County OEM to coordinate resources for the participating agencies.

D. Planning Assumptions

Below are assumptions reflecting the situations that must be considered in order to achieve effective emergency management planning in Larimer County:

- All incidents are local. Therefore, initially Larimer County strives for self-sufficiency and should not depend on any outside assistance.
- Local governments at all levels must continue to function under all threat, emergency and disaster conditions.
- The County and its employees will mobilize to deliver emergency and essential services under all threats and emergencies.
- As incidents grow in length and magnitude, outside assistance may be requested from local, state, and federal agencies or organizations.
- Mutual aid and other forms of assistance will be rendered by outside jurisdictions in accordance with existing mutual aid agreements when the County exhausts or anticipates exhausting its resources.
- Emergencies may occur at any time with little or no warning and may exceed the capabilities of Larimer County, regional, state, and federal governments, as well as the private sector, in the affected areas.
- Depending on various factors including the magnitude of the event, Larimer County may not be able to meet all responsibilities indicated in this plan.
- Emergencies may result in casualties, fatalities, and displace people from their homes.

- An emergency can result in property loss, interruption of essential public services, and damage to basic infrastructure, and significant harm to the environment.
- The greater the complexity, impact, and geographic scope of an emergency, the more multi-agency coordination will be required.
- Individuals, community-based organizations, and businesses will offer services and support in time of disaster.
- State and regional agencies and departments with regulatory oversight responsibilities will insert themselves into the established organizational chain to support local emergency management efforts.
- The state and federal government will provide emergency assistance to Larimer County when requested and in accordance with the National Response Framework.

E. Situation

Due to the size and location of Larimer County, the potential exists for both natural and human-caused events to occur. Any such incident has the potential to disrupt the community, cause destruction of property and cause injury and/or death to citizens. The information in this section provides a synopsis of hazards/threats that have the potential to impact Larimer County. Only those hazards/threats specific to the County are included. Also taken into consideration for inclusion in this list is whether or not state, regional, or federal governmental entities would have cause to respond should the hazard/threat impact part of the County.

Identified Hazards / Threats

- | | |
|---------------------------------------|--------------------------------------|
| - Aircraft Accidents | - Heat Waves and Drought |
| - Civil Disturbances | - Land Subsidence |
| - Critical Infrastructure Disruptions | - Public Health Incidents |
| - Dam Failure | - Railroad Accident |
| - Earthquakes | - Terrorism |
| - Fires (Structural) | - Thunderstorms (Lightning and Hail) |
| - Fires (Wildland) | - Tornadoes |
| - Flooding | - Wind |
| - Hazardous Material Incidents | - Winter Storms / Blizzard |

A complete Threat, Hazard Identification and Risk Assessment (THIRA) is included in Part Two of this CEMP in the Larimer Multi-Jurisdictional Hazard Mitigation Plan.

F. Concept of Operations

The Board of County Commissioners has the primary responsibility under State Statute for emergency management activities within the county and has the authority to delegate that responsibility to the Office of Emergency Management to act as the County Disaster Agency. If the emergency exceeds the County's capability to respond, assistance may be requested from surrounding jurisdictions and/or the state.

Larimer County Government is responsible for emergency response operations in unincorporated areas of the county and in cooperation with the following municipalities and communities:

Incorporated Communities:

Berthoud	Loveland
Estes Park	Timnath
Fort Collins	Wellington
Johnstown	Windsor

Unincorporated Communities:

Bellvue	Masonville
Buckeye	Old Ranch (Ghost Town)
Campion	Pinewood Springs
Cherokee Park	Pingree Park
Drake	Poudre Park
Glendevay	Red Feather Lakes
Glen Haven	Rustic
LaPorte	Teds Place
Livermore	Virginia Dale
Kinikini	Waverly
Manhattan (Ghost Town)	

Disasters and large-scale emergencies are rarely confined to one jurisdiction. Although only a portion of Larimer County is likely impacted by a single disaster or emergency event, a multi-jurisdictional effort will be required to effectively manage most major incidents. Emergency response agencies in Larimer County request resources from their own agency through mutual aid agreements already in place. All local governments and special districts within the county are responsible for coordinating with one another and for providing mutual aid within their capabilities, according to established agreements. If necessary, normal working operations may be suspended or redirected during an incident to support emergency response and control throughout the county.

Continuity of operations from the local jurisdictions through the County level response is achieved through standardization. Standardized operational management concepts are based in the Incident Command System (ICS) and the hierarchy of governmental responsibility and authority. To maximize the efficiency of the response and recovery, all incidents will be managed in accordance with the National Incident Management System (NIMS) and use the Incident Command System (ICS). Implementing this strategy early provides for seamless management from response through recovery. Advantages include, but are not limited to, consistency in organization of the general staff throughout the incident and the application of a single incident action plan with prioritized objectives.

During a routine emergency, the ICS system will remain in place and the local jurisdiction will be in command. When the incident exceeds the jurisdictional resources, extra assistance may be requested while maintaining the ICS structure throughout the incident.

In the event of an emergency, this plan may be activated by any Incident Commander (IC), the Sheriff, County Manager, a County Commissioner or a member of the Office of Emergency Management. A formal declaration of a disaster by the Larimer County Board of Commissioners may be required to activate local policies and procedures and as a precondition of some forms of state assistance or to expedite state assistance. The Colorado Division of Homeland Security and Emergency Management (DHSEM) is the State Agency responsible for processing requests for State or Federal disaster assistance.

G. Direction, Control and Coordination

Coordination will occur between the Incident Command Post (ICP) and the Emergency Operations Center (EOC) through the EOC Manager and his/her Section Chiefs with their counterparts at the ICP (the IC and Field Command/General Staff). The Emergency Services group through the Sheriff's Office, and the LCSO Dispatch Center, will provide liaison support between the Incident Command and the EOC to assist with this coordination.

Incident Command Post

The ICP coordinates activities at the scene of the incident. Incident command posts should be located close enough to allow the incident commander (IC) to observe operations but far enough away to provide safety and shelter from the noise and confusion that accompanies normal operations. For those incidents where a field ICP is not feasible, a joint ICP/EOC may be formed.

Emergency Operations Center

The EOC acts in support of the ICP or multiple ICPs during a large event, as well as the community at large. The EOC fields and fills requests for resources and information, provides situational awareness, and provides policy direction across the community. Additionally, the EOC is the entity in charge of managing and coordinating the consequences of any event, whether planned or spontaneous (Consequence Management). This allows the ICP and emergency responders to focus attention on the tactical and strategic requirements of the incident.

Multiagency Coordination Systems (MACS):

The Multiagency coordination system provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operations centers (EOCs), dispatch centers, specific multiagency coordination entities, personnel, procedures, and communications. These

systems assist agencies and organizations to fully integrate the subsystems of the National Incident Management System.

Joint Information Center (JIC):

In large scale, multi-jurisdictional event, coordination of public information and media interaction is critical and is a function of a JIC. In most situations, the JIC will be located at the Sheriff's Office Administrative Building. Public Information Officers (PIO) from the agencies involved in the incident will be organized into a JIC and will be led by the primary agency or designee.

Disaster Intelligence

Information sharing is a critical component during a disaster. This includes both intelligence and other information. Information is shared internal to the EOC through briefings. Information is shared to external agencies through communication from the EOC Command/General Staff. When an incident requires the sharing of intelligence, the EOC will staff the Intelligence/Information Officer position. The Intelligence/Information Officer will serve as the point of contact and distribution mechanism for intelligence to the appropriate agencies as well as the ICP.

Communications Systems

During a disaster, multiple communication systems will be used to communicate amongst the various agencies involved in the event.

- Radios: 700/800 MHZ and VHF radios will be used. The choice between 700/800 MHZ and VHF is a tactical decision made at the ICP based on which system functions the best for that incident. There are areas within the County that 700/800 MHZ radios have poor coverage and VHF is the better option. In other areas of the County, 700/800 MHZ radios provide better coverage. Channels and frequencies will be chosen based upon the incident and responding jurisdictions.
- Landlines, cell phones, satellite phones & pagers: Phones and pagers are used routinely to communicate both in the field and in the EOC.
- Amateur Radio Emergency Services (ARES): ARES is used as a backup communication system both in the field and in the EOC.
- Everbridge Emergency Notifications: EOC Personnel and Policy Group Personnel will both be notified via emergency notifications through the Everbridge system, allowing contact via email, text and phone.
- ReadyOp: EOC and emergency personnel have access to the ReadyOp database which provides contacts and resources for a variety of purposes. Emergency notifications and rapid communications can also be made through this system.

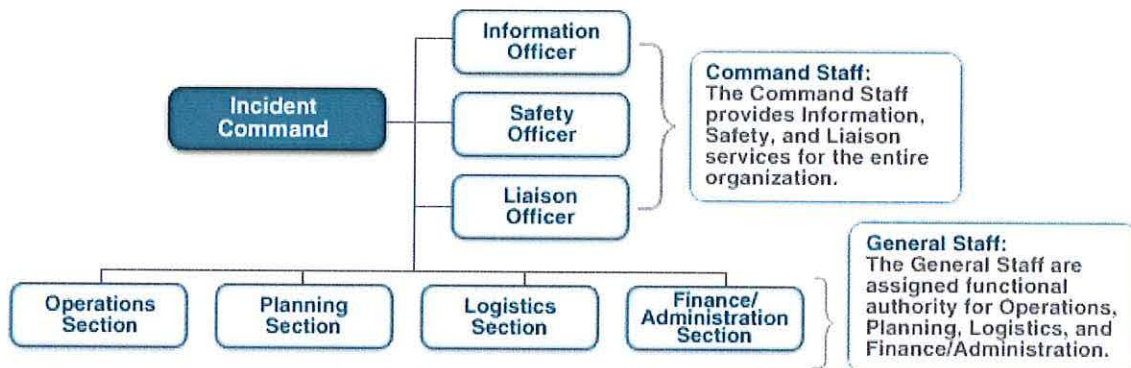
H. Organization

All incidents will be organized using the Incident Command System (ICS) as part of the National Incident Management System (NIMS). This includes both activities that occur at the incident scene and those that occur in the EOC. The ICS is a standard, on-scene, all-hazard incident management system. ICS allows users to adopt an integrated organizational structure to match the needs of single or multiple incidents. ICS can be expanded or contracted depending upon the degree of need during an incident.

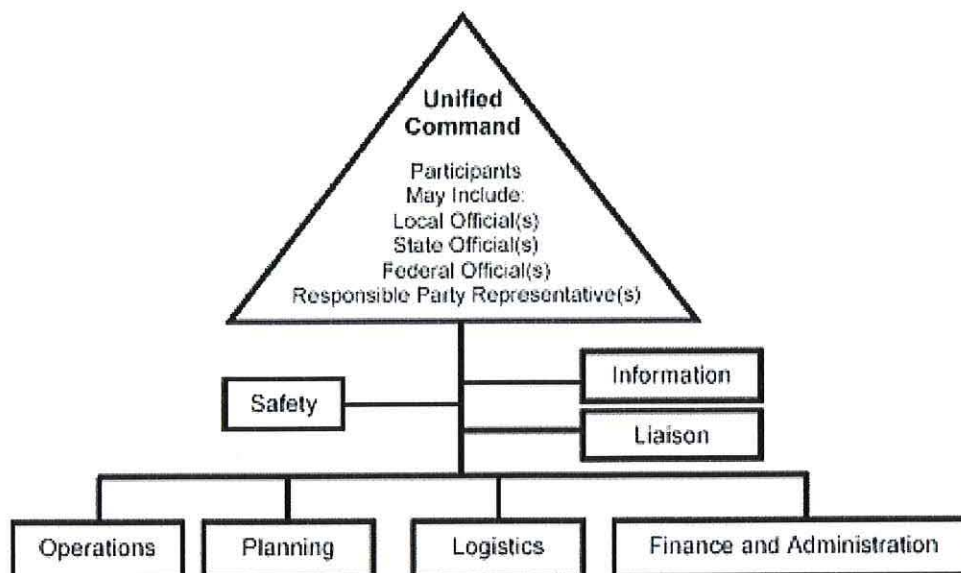
The incident will almost always start in the field and an Incident Command Post will be established. As the incident expands and resource requirements escalate, the EOC will open and provide support to the ICP and surrounding community.

Field Organization

ICS will be established by the first arriving units in the field. An Incident Commander takes charge of the scene and assigns positions within the ICS as the incident evolves. The basic Command and General Staff functions are as follows:



The ICS structure may be expanded to include Branches & Divisions as needed. An Intelligence Officer may also be added to the Command Staff. The complexity of the incident may require a Unified Command structure (UC). An ICS may be expanded to include a UC for complex responses, which often require multi-agency resources from the local, state, and federal levels. When it becomes necessary to establish a UC, the UC replaces the Incident Commander function and becomes an essential component of an ICS. The UC provides the organizational management tool to facilitate and coordinate the effective involvement of the various agencies; it creates the link between the organizations responding to the incident and provides a forum for these agencies to make decisions with which all responders can agree.



Emergency Operations Center

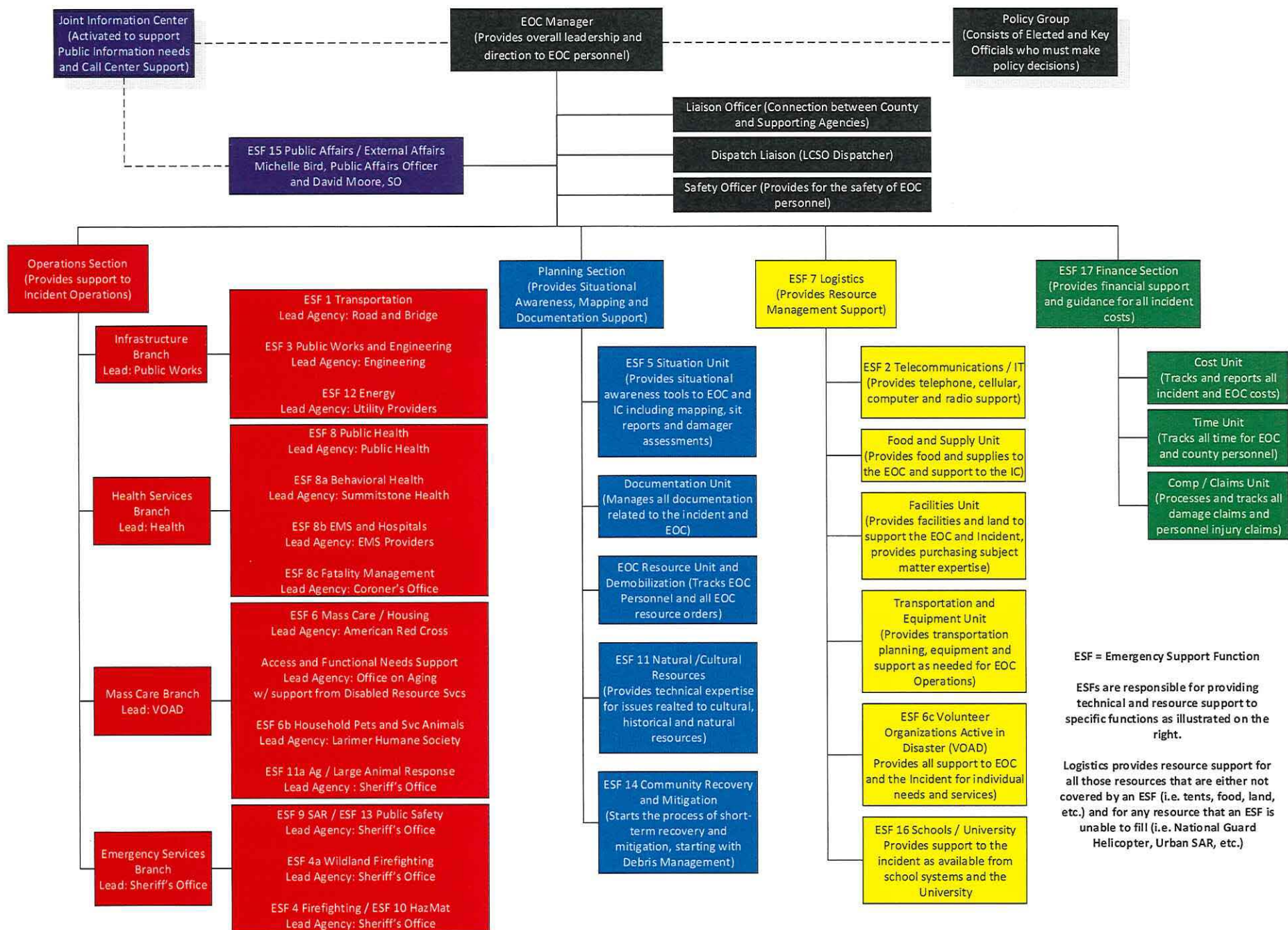
Many incidents can be managed in the field, however complex incidents may require additional support and coordination capability that only an EOC can provide. Complexity issues include: multiple incident command posts, large geographic areas, large damage areas or people affected, and incidents that involve terrorism. Examples of such incidents include: wildland fires which extend beyond one operational period, large-scale flooding, large HAZMAT spills, blizzards, special events, etc.

EOC Organization

The EOC for Larimer County is organized with a modified Incident Command Structure, using Emergency Support Functions (ESFs). Each ESF has specific roles and responsibilities during an incident. These roles and responsibilities are outlined in Section 3.3 of the CEMP.

Please see the full EOC Organizational Chart on the next page.

INSERT ORGANIZATIONAL CHART HERE



Policy Group

Large incidents may also require activation of the Policy Group which consists of elected and appointed officials within the County, including legal staff. The Larimer County Manager leads this group. Should the County Manager be unavailable, the Assistant County Manager shall act on behalf of the County Manager either in part or for the duration of the emergency. This may also include leadership from Towns and Cities within the County. The purpose of this group is to provide policy guidance to the EOC. Elected officials play a critical role in fiscal decision-making and priorities during disaster response and recovery. Response and recovery efforts that fall outside the purview of the Incident Command staff(s) may require the involvement of elected officials.

LARIMER COUNTY POLICY GROUP STRUCTURE

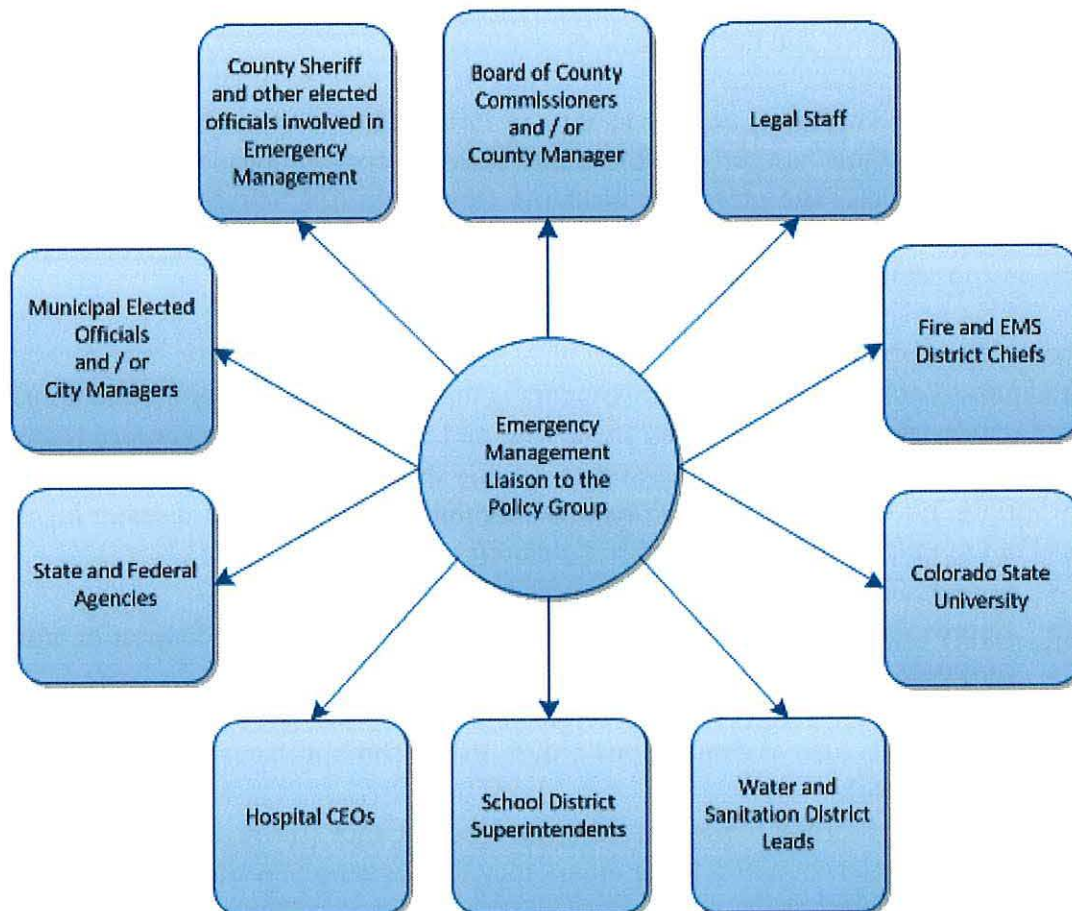


Figure 1. Larimer County Policy Group Structure: Including known partners and agencies with decision-making authority for their jurisdictions

I. Assignment of Responsibilities

Larimer County Emergency Management is responsible for the County's emergency management, planning and operations. All departments, agencies, directors and organizations within the county are responsible for developing their own internal procedures, Standard Operating Procedures (SOP's), and emergency plans.

Policy Group

The Policy Group includes the Board of County Commissioners, County Manager, County Sheriff, County Attorney, and the Director of Emergency Management. If a disaster occurs within an incorporated area of the County, the Policy group works with officials from these jurisdictions to coordinate declarations of emergencies and disasters. The incorporated area must also declare a State of emergency or disaster to receive reimbursement from the State or Federal government. The Policy Group coordinates with the EOC and provides information for briefings and situation reports. The Group also maintains accurate records of all correspondence and decisions.

In any large-scale incident, no one agency or jurisdiction will have all authority. Colorado State Statute outlines authorities for county governments, municipalities, elected officials and special districts. Therefore, for incidents crossing jurisdictional boundaries, the Policy Group will be expanded to include all jurisdictions having authority to make the best decisions possible for the community.

Board of Commissioners

The Larimer County Board of Commissioners is the ultimate authority for the approval and use of County resources and assets. The Sheriff and the Director of Emergency Management provide advice and technical assistance to the Board, or the County Manager when appropriate, on the use of County resources during an emergency or disaster incident. The Board of Commissioner's responsibilities include:

- Formal declaration of emergencies and/or disasters
- Approval and commitment of county resources and funds for disaster or emergency purposes
- Issuance of official orders regarding population protection or temporary social restrictions, such as evacuations orders, establishment of curfews, and enactment of price controls.
- Issuance of formal requests to the Governor's Office (through the Colorado DHSEM) for the declaration of a State emergency for the purposes of obtaining State and/or Federal assistance.

Emergency Authority

The Larimer County Board of Commissioners may take extraordinary measures during a large-scale incident or disaster. All physical resources within the County, whether publicly or privately owned, may be utilized when deemed necessary by the Board of

County Commissioners. The County assumes no financial or civil liability for the use of such resources; however, accurate records of such use shall be maintained in case reimbursement becomes possible.

Extraordinary measures taken by the County Commissioners during a large-scale incident or disaster include, but are not limited to:

1. Declaration of a local state of disaster.
2. Wage, price, and rent controls and other economic stabilization methods.
3. Curfews, blockades, and limitations on utility usage.
4. Rules governing entrance and exit from the affected area(s).
5. Other security measures.

As provided by the Colorado Disaster Act of 1992, the Sheriff may exercise the same powers, on an appropriate local scale.

The Larimer County Manager

The County Manager is responsible for the day-to-day operations of county divisions and decision making. The County manager's responsibilities during an emergency or disaster include:

- Coordination and direction of Larimer County government activities in support of emergency or disaster relief efforts.
- Issuance of directives to county departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers, as needed.
- Intergovernmental liaison and initiation of formal requests for outside assistance from other local jurisdictions.
- Direction of the overall preparedness plan and assurance that the emergency plan remains current and updated.
- Establishment of an emergency public information service to provide accurate disaster information to the public.

Larimer County Attorney's Office

The Larimer County Attorney's Office is responsible for all legal activities involving the county or its agents in the event of a disaster or emergency.

- Assistance and counsel to the County Commissioners, County Manager and other county officials before, during, and after disaster and emergency incidents in the County.
- Preparation of legal documents including disaster declarations, curfews, price controls, etc.
- Assist the Larimer County Office of Emergency Management as requested by the County Manager.

Larimer County Sheriff

The Sheriff and the Director of Emergency Management are responsible for assuring that coordinated and effective emergency response systems are developed and maintained. The Larimer County Sheriff is responsible for maintaining law and order throughout the County.

- Determination of the need for population evacuations and provision of instructions to uniformed law enforcement, fire districts, and emergency medical personnel regarding the conduct of evacuation operations.
- Coordinate with the Director of Emergency Management and the Incident Commander on situation assessment and recommendations to the County Manager and County Commissioners concerning such needs as local disaster declarations, travel restrictions, curfews, or other temporary social restrictions.
- Review and update law enforcement mutual aid agreements to ensure county resources are available to the Incident Commander as needed.
- Act as the Fire Warden on all wildfire incidents affecting unincorporated Larimer County and those delegated by jurisdictions having authority when additional county assistance is needed.

Larimer County Emergency Management

Larimer County Emergency Management is responsible for all emergency management tasks and functions within the county.

- Implement and update the County Emergency Operations Plan, along with all appendixes and annexes on a regular basis.
- Implementation of all mutual aid agreements within the county and with appropriate State, Federal and private agencies with regards to emergency management.
- Coordination of mutual aid assistance per the Incident Commander and the Emergency Operations Center in any emergency or disaster
- Evaluation of an emergency or disaster in terms of the need for a disaster declaration, and notify the Board of County Commissioners and County Manager when such a declaration becomes necessary.
- Activate the Emergency Operations Center and be responsible for its staffing and operation.
- Coordination of locations of temporary shelters, in cooperation with the American Red Cross or other local facilities as needed.
- Notify appropriate county and town officials/agencies of the threat situation and the applicable phase of operation.
- Ensure necessary coordination by all agencies and departments, prior to, during, and after an emergency or disaster.
- Conduct and coordinate training programs and all-hazard exercises, as deemed necessary to maintain and improve the general readiness of the county's emergency response capabilities.

Elected Offices

Outside of the Board of Commissioners and the Sheriff, multiple elected officials have responsibilities for emergency management within Larimer County.

Larimer County Assessor

The Larimer County Assessor is responsible for establishing and maintaining a system for damage assessment in coordination with the Building Department and OEM.

Larimer County Clerk and Recorder

The Larimer County Clerk and Recorder is responsible for the safekeeping and maintenance of all essential and vital records.

Larimer County Coroner

The Larimer County Coroner is responsible for all duties associated with deceased individuals in the county, including pronouncement of death, death investigation, notifications, autopsies, and body removal.

- Provision of the identification, verification and disposition of deceased victims.
- Protection of personal effects with the deceased at the time of death.
- Notification of relatives of the deceased.
- Conduct investigation regarding the cause and manner of death, including autopsy as required.
- Implement mass fatalities procedures as needed in the event of an emergency or disaster.
- Provision of expert personnel in scientific identification and all other services as needed.
- Provision of temporary morgue and mortuary services and acquire expanded mortuary services where required.

Larimer County Treasurer

The Treasurer is responsible for ensuring that the county is able to fund the ongoing needs of any emergency or disaster.

Municipal Chief Executive Officers (Chief Elected Officials)

Municipal Chief Elected Officials have responsibility for the people within their jurisdiction as outlined in state statute and city/town ordinances and resolutions.

- Formal declaration of a local disaster or emergency and issuance of other official orders regarding population protection and temporary restrictions, including evacuation orders, establishment of curfews, and enactment of price controls.
- Notification to county OEM when a declaration is expected or signed to begin coordinating efforts
- Approval and commitment of municipal resources and funds for disaster/emergency response and recovery.

- Activation and management of municipal EOCs, where available.
- Establishment of intergovernmental liaison in multijurisdictional incidents, including coordination of emergency efforts with the OEM and participation as part of the county Policy group.

Larimer County Emergency Services Agencies

Emergency Services agencies include 911 Communications, Emergency Medical Services, local fire districts/departments, Search and Rescue, and the Emergency Services Group through the Larimer County Sheriff's Office.

911 Communications

Emergency communications includes all of the 911 communications centers within Larimer County. This plan specifically addresses emergency communications as part of the county system and in unincorporated areas of Larimer County.

- Establish a communications system and dispatch procedures to coordinate requested resources.
- Provide support to the Emergency Operations Center upon notification and ensure 24-hour staff coverage as needed and available.
- Maintain roster of all support agency contact persons, make necessary notifications, activate support agencies, as necessary, and maintain ongoing communications to support mission assignments.
- Coordinate the provision of all mutual aid resources to requesting parties outside of the county upon direction of the Incident Commander or the EOC Manager in accordance with appropriate resource request procedures and available assets.
- Ensure compliance with all local, state, and federal communications requirements.

Emergency Medical Services

Emergency Medical Services agencies are responsible for the care and transport of all patients or injured parties within the County.

- Provide timely and efficient patient care to the citizens and visitors of Larimer County.
- Establish appropriate transportation guidelines and procedures for transferring patients from the scene of an emergency or disaster to available hospitals in Colorado.
- Establish a Medical Control Officer, and other designated staff, to be assigned to the Incident Command Post as needed or requested.

Fire Districts and Departments

The fire departments and districts that serve Larimer County are responsible for providing all services related to fire prevention and suppression. Additionally, the fire districts/departments will act in a support capacity for all EMS and law enforcement services as needed or requested.

- Assume responsibility and response authority for structural and wildfires in their respective jurisdictions.
- Conduct all regularly assigned functions relating to fire prevention and suppression to include deployment of personnel and equipment.
- Establish an Incident Commander on all fire related incidents, and maintain continuous communication with the Emergency Operations Center or its Director.
- Provide assistance in all rescue operations, as needed or requested.
- Inspection of all damaged areas for fire and safety hazards.
- Assist the Sheriff's Office in disseminating information to the public, providing evacuation operations, providing fire security in evacuated areas, and providing fire protection for emergency shelters.

Larimer County Sheriff's Office

The Sheriff's Office provides for the safety and security of Larimer County residents.

- Implementation of the Incident Command System (ICS), including determining locations of Incident Command Posts and establishing necessary positions and functions
- Assessment of emergency conditions and determination of required levels of immediate assistance
- Implementation of available public warning measures
- Conduct and coordination of search and rescue operations
- Determination of the need for population evacuations and provision of instructions to uniformed law enforcement personnel regarding the conduct of evacuation operations.
- Coordination of communications and provision of communications staff support for field command post(s)
- Coordination of volunteer amateur radio resources used for back up communications and additional radio frequencies
- Provision of law enforcement, traffic control, and access control within the disaster area(s) and in other areas of the county
- Provision of security at the Incident Command Post, Emergency Operations Center, temporary emergency shelters, and in evacuated and disaster-impacted areas
- Wildland fire suppression in private, unincorporated areas and on state land in Larimer County
- Hazardous materials incident response and control in unincorporated areas of Larimer County
- Hazardous materials planning, education, response and cleanup, in cooperation with Larimer County fire districts/departments including the Office of Emergency Management

Larimer County Sheriff's Office Emergency Services Group

The Emergency Services Group through the Larimer County Sheriff's Office is responsible for support to all emergency services agencies within the county.

- Provide situational awareness on the ground upon report of a possible incident
- Provide Rapid Needs Assessment information to the ICP and the EOC as needed to determine priorities for life safety and property protection
- Provide Incident Command support to jurisdictions throughout unincorporated areas of Larimer County
- Provide resource coordination and tactical decision-making on incidents of significance

Search and Rescue

Larimer County Search and Rescue is responsible for all search and rescue functions within the county, under the direction of the Larimer County Sheriff.

County Divisions and Departments

Each County Division/Department has a role in emergency management before, during and after emergencies and disasters.

Larimer County Community Development

Community Development is responsible for county planning, building, and land use considerations and provides damage and building assessment data during and after emergencies and disasters.

- Provide for personnel for structure and facility inspections to determine safety of individual structures, businesses, residences and public buildings and to identify needed repairs
- Receive and plot current data concerning the extent and type of building and road damage resulting from a disaster and maintain updated data throughout the recovery process
- Provide briefings on current situation status to the Commissioners, County Manager and emergency management personnel as required
- Assist as needed in the coordination and conduction of damage assessment on a county wide basis with the assistance of other county divisions and departments
- Prepare and publish, with the assistance of the OEM, damage assessment reports for local, state and federal dissemination as required.
- Participation with emergency management personnel on long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with the comprehensive county land use plan and other community development plans

Larimer County GIS

GIS is responsible for providing the Incident Command Post or the Emergency Operations Center with all maps requested during and after an emergency or disaster. They will also provide support services as needed throughout the incident, including but not limited to:

- Providing scanning and printing services during the duration of the incident.
- Coordination of data acquisition from adjacent counties and other agencies.
- Upload and download GPS waypoints and tracks
- Digitize paper maps and provide large format printing
- Create databases as needed by the Command and General Staff

Larimer County Criminal Justice Services

Criminal Justice Services is responsible for maintaining the health and safety of all staff, personnel, and residents of facilities managed by the division.

- Provide for the welfare of residents, visitors and staff during an emergency including evacuation, shelter-in-place, and lock down procedures.
- Coordinate with the Sheriff's Office and other emergency services personnel on incidents affecting the division.
- Provide liaison support to Incident Command when needed for incidents affecting the division.
- Provide support personnel and staff to the EOC as needed and available to support overall incident operations.

Larimer County Facilities

Facilities is responsible for providing operational support to the Incident Commander and the EOC Manager regarding all Facilities issues.

- Ensure adequate facilities for all county operations during and after an emergency.
- Ensure access to additional facilities as required to support the incident and/or community.
- Secure land use agreements, rental agreements, and facilities contracts as needed to support emergency operations.
- Provide necessary support and facilities services to assist in the management of the event.
- Procure and deliver any other materials or equipment needed or requested by the ICP or the Office of Emergency Management.

Larimer County Information Technology

Information Technology is responsible for providing operational support to the Incident Commander and the EOC Manager regarding all technology issues. Additionally, it is responsible for the procurement of the following items when needed or requested by the Incident Commander:

- Providing and identifying the need for additional cellular service

- Providing for additional telephone services
- Providing computer support and network troubleshooting as needed.
- Providing necessary support to facilities to assist in the management of the event.
- Procuring and delivering any other materials or equipment needed or requested by the ICP or the Office of Emergency Management.
- Providing the point of contact for obtaining and maintaining telephone services and support

Larimer County Financial Services

Financial Services is responsible for all financial considerations for emergencies and disasters.

- Procurement of emergency-related supplies and materials and administration of vendor contracts for emergency services and equipment
- Record-keeping and documentation of disaster-related time, costs and financial commitments
- Participation with other departmental representatives on county damage assessment teams at EOC and joint damage assessment teams (local, state and federal), as needed
- Providing all documentation and records regarding worker's compensation during disasters or emergency situations involving county personnel, along with equipment damage claims.
- Provide assistance in notification of county employees during disaster situations as needed throughout the county.
- Provide services and subject-matter expertise for provisions to support people with disabilities and people with access and functional needs.

Larimer County Health and Environment

Larimer County Health and Environment is responsible for directing, controlling and coordinating all public health operations.

- Identify health concerns and needs, prioritize those needs, and find appropriate resources to meet those needs.
- Assist persons/families with health needs after qualified personnel have rescued them from disaster situations.
- Plan for, provide, and supervise nursing services in reception areas and in temporary shelters until relieved by Red Cross or other qualified nurses.
- Provide necessary health protection measures such as immunization, sanitation, water purification, etc.
- Coordinate with the Incident Commander or the Emergency Operations Center in assessing overall health and medical resource needs during response and recovery operations and maintenance of situation status information.
- Serve as a resource for residents requiring access and functional needs or evacuation assistance.

- Provision of environmental health services and technical support, including the identification of chemical hazards, sources of contamination, or unsanitary conditions that present health hazards to the general public.
- Establish public health services as directed in designated shelters and provide staffing.
- Advising the Board of County Commissioners on actions to be taken regarding all health and medical matters.

Larimer County Human Services

Larimer County Human Services is responsible for directing, controlling and coordinating all human services operations.

- Identify human services concerns and needs, prioritize those needs, and find appropriate resources to meet those needs.
- Assist persons/families with human services needs after qualified personnel have rescued them from disaster situations.
- Coordinate volunteer support for human services needs
- Coordinate with the Incident Commander or the Emergency Operations Center in assessing overall human services resource needs during response and recovery operations and maintenance of situation status information.
- Serve as a resource for residents requiring access and functional needs or evacuation assistance.
- Provision of human services technical support
- Advising the Board of County Commissioners on actions to be taken regarding all human services matters.

Larimer County Public Works

Public Works is responsible for maintaining working systems and roadways in the event of an emergency or disaster.

- Maintain and repair all county road systems within respective jurisdictions to insure minimal disruption in entering or exiting threat impact areas.
- Expedite restoration of public facilities and utilities in priority areas dictated by the current situation.
- Provide emergency traffic control measures including identification and marking of dangerous areas in coordination with the Sheriff's Department.
- Provide for the removal of debris to permit emergency rescue operations and movement of emergency vehicles and supplies.
- Provide transportation services in support of emergency response and recovery efforts, including the movement of county personnel, equipment and supplies to designated staging areas

- Provide for emergency repairs to public buildings, hospitals, utilities, the Emergency Operations Center, and other essential facilities for restoration and continued operation of county government functions.
- Provide damage assessment information to the Emergency Operations Center on roads, buildings, and equipment belonging to the county.
- Restoration of damaged county roads and bridges and other public services and facilities
- Administration of the county floodplain management program and matters relating to participation in the National Flood Insurance Program (NFIP)
- Maintain potable water and sewer facilities and equipment.
- Provide equipment and personnel as necessary to meet incident support requirements.
- Participate with representatives of other county departments on Larimer County damage assessment teams

Larimer County Emergency Support Agencies and Personnel

The provision of emergency management in Larimer County is dependent upon a coordinated response from multiple county and support entities.

Amateur Radio Operators

Amateur Radio Groups are responsible for providing communications assistance as requested, under the direction of the Larimer County Sheriff. Specific roles and responsibilities will vary according to the incident.

American Red Cross

If requested, the American Red Cross, in conjunction with Larimer County agencies, will provide support services during and after an emergency or disaster.

- Provide for immediate assistance to disaster survivors, including food, water, shelter clothes, physical and behavioral health and referrals in conjunction with appropriate Larimer County agencies.
- Establishment and management of emergency shelters for mass care, in cooperation with Larimer County agencies, including registration, feeding, lodging, and responding to public inquiries concerning shelter residents.
- Provide temporary and immediate housing for displaced disaster survivors.
- Provide damage assessment information upon request.
- Assist incident survivors with emergency needs.
- Register displaced persons and provide welfare information services.

Larimer County Humane Society

Larimer County Humane Society is responsible for the establishment of measures for animal control, including the coordination of animal relief measures, the assurance of their care,

and the search for their owners. They also assist shelter managers with problems associated with displaced persons bringing pets and/or livestock to shelter facilities.

Public Information Officers

Public information Officers disseminate emergency public information and establish procedures for the release of information to the media with the assistance of the Incident Public Information Officer (PIO) or Joint Information Center (JIC) as appropriate.

Larimer Volunteer Organizations Active in Disaster (VOAD)

The Larimer VOAD is a group of volunteer agencies in and around Larimer County that provide a multitude of support assistance to county personnel and disaster survivors before, during and after disasters. This may include donations and volunteer management, damage assessments, recovery assistance to disaster survivors, and personnel support to the EOC.

Salvation Army

If requested, the Salvation Army, in conjunction with Larimer County agencies, will provide support services during and after an emergency or disaster.

- Provide immediate assistance to disaster survivors, including food, water, counseling, and medical advice and assistance.
- Provide food, water and other assistance to emergency response personnel and emergency relief workers.

School Districts and Colorado State University

The Larimer County School Districts, Community Colleges and Colorado State University are responsible for the safety and protection of students, staff and personnel.

- Preparation and maintenance of an Emergency Management Plan for the school, district or University.
- Coordinate with the EOC for feeding and housing of displaced persons temporarily sheltered at each facility.
- Provision of resources for evacuation of endangered populations when available (i.e. buses, facilities, feeding, etc).

Summitstone Health Partners

Summitstone Health Partners provides support to the county through coordinated response to the crisis intervention / behavioral health and substance abuse needs of the affected population of a disaster.

- Provide a wide variety of crisis intervention services for survivors of disaster (and rescuers) who may manifest various psychological conditions
- Conduct planning efforts and create formal and informal agreements with other agencies that identify with crisis intervention and behavioral health disaster

response functions such as the American Red Cross, Office of Victim Assistance, and Faith-Based Organizations.

- Enhance response capacity by securing agreements with potential service providers.
- Enhance response capacity by improving providers' knowledge and skills. Provide training to the Victim Services / Crisis Intervention and behavioral health disaster response system organizations in order to create a cadre of competent emergency and disaster responders.
- Enhance first responder recognition of victim disaster borne emotional distress.
- Create public resiliency by providing information about the effects of trauma and techniques for managing stress.

J. Continuity of Government

A major disaster could result in loss of life and property, the death or injury of key government officials, and/or the partial or complete destruction of established seats of government, and the public and private records essential to continued operation of government and industry. To help preserve law and order and to continue/restore local services, it is essential that units of government continue to function during or following an incident. Responsible government at all levels provides continuity of effective leadership, authority and adequate direction of emergency and recovery operations.

Larimer County Lines of Succession

All constitutional and statutory powers of the branches of government in Larimer County shall be preserved unless legal actions by the State of Colorado alter or modify routine operations. Please see the Continuity of Government Plan for specific lines of succession for each office.

Preservation of Essential Records

Protection of essential county and local records is vital if government and society are to resume functioning after a major catastrophe or emergency. In order to provide normal county operations following a disaster, vital records must be protected. These would include legal documents, as well as personal documents such as deeds and tax records. The principle causes of damage to records are fire and water. Therefore, each agency assigned the preparation of any essential records should provide protection accordingly.

State of Colorado Lines of Succession

Article IV of the State Constitution of Colorado, vests in the Governor the chief executive powers of the state. It establishes the emergency powers of the Governor and provides for the line of succession in the event the Governor is absent and/or unable to exercise the powers and discharge the duties of office.

The legal successor to the Governor is the Lieutenant Governor. If the office of Lieutenant Governor is vacant, the first named of the following members of General Assembly affiliated with the same political party as the Governor:

- a) The President of the Senate
- b) Speaker of the House of Representatives
- c) Minority Leader of the Senate
- d) Minority Leader of the House of Representatives

The Governor will appoint, with consent of the Senate, all officers of duly established offices not otherwise requiring appointment by election, thus establishing the means to fill vacancies. If the elected offices of Treasurer, Secretary of State or Attorney General become vacant, the Governor appoints a successor with consent of the Senate to serve until a successor can be qualified and elected. Lines of succession for political subdivisions of the state shall be in accordance with the Constitution and statutes of the state and are described in the State Emergency Operations Plan.

Designated interim emergency successors shall be instructed on their responsibilities, and the conditions under which they will assume these positions. Generally, an interim emergency successor may assume leadership whenever the incumbent becomes unable to perform their functions or when requested to do so during periods of emergencies or disasters. They shall hold these positions until relieved by the incumbent or until the emergency or disaster has been brought to a successful conclusion. The criteria for succession of leadership will be delineated in the internal emergency operation procedures for each department.

K. Administration and Support

During an emergency or disaster, county and local government shall determine, if necessary, what normal administrative procedures shall be suspended, relaxed or made optional in order to prevent unnecessary impediments of emergency operations and recovery activities. Such action should be carefully considered, and the consequences should be projected realistically.

Finance

A major disaster or emergency may require the expenditure of large sums of county and local funds. Financial operations may be carried out under compressed schedules and intense political pressures, which will require expeditious actions, which still meet sound financial management and accountability requirements.

Requests for State or Federal assistance, including the Colorado National Guard, shall be made to the EOC Manager. All requests shall be made by the County Manager, Board of County Commissioners or by another elected official duly authorized by the board.

Logistics

The Larimer County EOC shall develop and maintain a current database of locally available resources and their locations. The database shall include public and available private equipment, and personnel with special technical skills, pertinent to the anticipated needs of the local jurisdiction.

The Colorado State Division of Homeland Security and Emergency Management, in coordination with other state departments, will facilitate logistical support for emergency operations (i.e. provide supplies and equipment) that the county is unable to procure or acquire.

Mutual Aid Agreements and Compacts

No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements, which provide for obtaining additional resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts.

According to Title 24, Article 32, Part 2113, Colorado Revised Statutes, as amended; it is the responsibility of local government to ensure that local emergency operations plans contain adequate provisions for the rendering and the receipt of mutual aid. Larimer County has signed the Intergovernmental Agreement for Emergency Management under Section 29-1-203 Colorado Revised Statutes, allowing for mutual aid services to and from Larimer County in times of emergency or large disaster. Colorado State is also a member of the Emergency Management Assistance Compact (EMAC), a national mutual aid compact among states and territories.

L. Plan Development, Maintenance and Implementation

The Larimer County Emergency Operations Plan, annexes and appendices, and subsequent revisions, supersede all previous editions and is effective upon signing by the Board of County Commissioners, the Sheriff and the Director of Emergency Management, for planning, training and exercising, and preparedness and response operations. The Director of Emergency Management shall be responsible to review this plan regularly and to request that the Larimer County Board of Commissioners re-certify the plan biennially. The Director shall update the plan as required and shall conduct drills and exercises in order to identify deficiencies and maintain an adequate level of readiness.

M. Training, Tests and Exercises

Departments, offices, and other organizations with responsibilities identified in the Plan are responsible for ensuring that their staff is familiar with the provisions of the plan and adequately trained to carry out emergency assignments. Staff participation in periodic

exercises provides the best opportunities for refining plans and procedures in preparation for an actual disaster and emergency event. Larimer County Emergency Management will coordinate multi-agency and multi-jurisdictional exercises. Following any exercise, the OEM shall create an After Action Report and a review to discuss corrective actions that should take place where any shortfalls exist in planning, training, personnel, equipment and facilities.

BASE PLAN APPROVAL SIGNATURES

The Base Plan of the Emergency Operations Plan has hereby been reviewed and approved by the Board of County Commissioners and Larimer County Sheriff this 31st day of July, 2018, and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: Steve Johnson
Board of Commissioners Chair

BY: [Signature]
Sheriff

< END – BASE PLAN >

