

# COMPREHENSIVE EMERGENCY OPERATIONS PLAN



2015

Park County  
Office of Emergency Management

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Park County Emergency Management Plan

Letter of Promulgation

The Park County Board of Commissioners hereby affirms their support of the Park County Office of Emergency Management, and the planning process. The following Emergency Management Plan has been reviewed and approved by the Board of County Commissioners, and is hereby ordered published and distributed.

All agencies, jurisdictions, department heads and personnel are directed to accept the responsibilities as herein assigned and to conduct the organizational planning and training necessary to implement the Emergency Management Plan, when required.

\_\_\_\_\_  
Mark Dowaliby  
Park County Board of Commissioners Chair

\_\_\_\_\_  
Date

\_\_\_\_\_  
Fred Wegener  
Park County Sheriff

\_\_\_\_\_  
Date

\_\_\_\_\_  
Gene Stanley  
Park County Director of Emergency Management

\_\_\_\_\_  
Date





Park County Emergency Management Plan

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## Park County Emergency Management Plan

### **I. PURPOSE**

The purpose of the Park County Emergency Operations Plan is to provide general guidelines and principles for planning, managing, and coordinating the overall preparedness, response, recovery and mitigation activities of Park County departments, districts and agencies.

Ensure a coordinated response by local, state and federal governments in managing emergencies or disasters in order to save lives, prevent injuries, protect property, and to protect the environment.

Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.

### **II. AUTHORITY**

#### **a. Local:**

- i. Park County, Colorado adopted by policy in January 2009, the updated Emergency Operations Plan. This plan applies to and has been approved by Park County Board of Commissioners.
- ii. Resolution 2005-09, adopting the National Incident Management System, signed 3/24/05.
- iii. Resolution 2005-12, establishing the Park County Community Wildfire Protection Plan and CWPP Coalition under the direction of the Healthy Forest Restoration Act, signed into law effective December 3, 2003.

#### **b. State:**

- i. Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the "Colorado Disaster Emergency Act of 1992."
- ii. Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes; entitled the "Radiation Control Act."
- iii. Article IV, Constitution of the State of Colorado; entitled the "Executive Department."

#### **c. Federal:**

- i. Robert T. Stafford Disaster Relief and Emergency Assistance Act and amendments; Public Law 93-288, as amended by P.L. 100-707).
- ii. Federal Civil Defense Act of 1950; Public Law 81-920 as amended.
- iii. Emergency Management and Assistance, Code of Federal Regulations, Title 44.
- iv. Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA); Public Law 99-499 as amended.
- v. Hazardous Waste Operations and Emergency Response; OSHA, Regulation 29, CFR 1910.120.
- vi. Comprehensive Environment Response Compensation and Liability Act of 1980; Public Law 96-510 (CERCLA or "Superfund").
- vii. Clean Water Act; Section 311 of USC 1251.
- viii. Resource Conservation and Recovery Act (RCRA).
- ix. Superfund Amendments and Reauthorization Act of 1986; Title III: The Emergency Planning and Right to Know.
- x. Defense Against Weapons of Mass Destruction; Public Law 102-201.
- xi. Terrorism Annex to the Federal Response Plan.
- xii. Federal Radiological Emergency Response Plan
- xiii. U.S. Policy on Terrorism; Presidential Decision Directive 39.
- xiv. Combating Terrorism; Presidential Decision Directive 62.
- xv. Critical Infrastructure Protection; Presidential Decision Directive 63.

**III. EXPLANATIONS 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 D of this plan. The following terms are used throughout this document and have the following special meanings:

A. Disaster – (State Definition) The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, including but not limited to fire, floods, earthquake, wind, storm, hazardous substance incident, water contamination, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance, act of terrorism, 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.

B. Emergency – (State Definition) A suddenly occurring and often unforeseen situation or an unusual event, which is determined by the governor to require state response or mitigation actions to supplement local government in protecting lives and property.

C. 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.

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

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

F. The Plan – The term “The Plan” as used herein refers to Part I of the Park County Emergency Operations Plan.

**IV. SITUATION**

Due to the size and location of Park 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.

**a. Vulnerability Analysis (Geography and Demographics)**

**i. Geography:**

Park County is situated in the middle of the State of Colorado, and encompasses approximately 2200 square miles. The county is rural, with the majority of our land being open plains and forestland. Because of Park County’s location, the potential exists for a high volume of people to travel from Colorado Springs, Denver, or Summit County in the event of a disaster or emergency.

The County’s major transportation infrastructure involves three highways: Highway 9 running west to east, Highway 285 running north to south, and Highway 24 the south end of the county through Lake George. All of these highways share the potential to be closed in the event of a large accident or severe weather.



**ii. Demographics**

Park County is one of the state's largest counties with 2,200 square miles. It is divided into seven different fire protection districts, including two incorporated towns: Alma and Fairplay. The seat of the county government is located in Fairplay, Colorado, on the west end of the county.

The total population of the county is approximately 17,219, according to 2004 census data, with the highest population in the Bailey area due to urban sprawl from Denver. Park County's population has expanded in ever-increasing numbers since the 1970s. We witnessed a growth of 144% in the 1970s from 2,185 to 5,333 people. The 1980s saw substantial growth with the population climbing another 35% to 7,174 people in 1990. According to the U.S. Census Bureau, the trend continued through the 1990s as the population grew another 102% over the decade. By 2010, it is expected that our county population will reach over 25,000 people.

The majority of Park County's growth occurred in the unincorporated areas of the county, including the Guffey/Lake George area, which grew by 125.5% and the Bailey/Shawnee/Pine Junction area, which grew by 94.2% during the 1990s. The Alma/Fairplay area, however, is expected to grow significantly over the long term as it has proved to be an affordable place to live for employees of Summit County's resorts. This part of the county, also known as "South Park" has also become attractive to retirees and the semi-retired.

The expanding population has created an increased threat and a need for a higher level of integration between federal, state, and local agencies and districts. Thousands of travelers from around the state and the nation travel to or through Park County for summer and winter recreation each year. The combination of high hazard areas and large numbers of out-of-area visitors, who are unfamiliar with local conditions and emergency response capabilities, represent a unique emergency planning and response challenge to the local government.

**b. Hazard Analysis Summary**

Park County is vulnerable to a number of natural disasters, including floods, fires, tornados, and winter storms, and human-caused events such as dam failures and hazardous materials spills and accidents. The most frequent hazards occurring in Park County include:

**Natural Disasters Frequent in Park County**

**1. Flooding**

Flooding (flash and riverine) remains the single greatest potential hazard to property in the State of Colorado. Colorado averages 20 to 30 floods per year. Disastrous riverine flooding, caused by rapid snowmelt from early spring rains and warm weather, usually occurs in May and June. Flooding of normally low creeks and dry creek beds would primarily impact roadways and sparsely populated areas precipitating possible evacuation. Flash flooding, usually caused by heavy, stationary thunderstorms, most often occurs in the spring and early summer months. Areas in and below land burned by wildfire have an increased risk of flooding. The South Platte is a major tributary throughout Park County with the North Fork posing a threat to the Bailey area, Middle Fork in Fairplay, and the South Fork in Hartsel. Flooding in these areas would cause extensive damage to populated areas, farmlands, and all major roadways within the county.

**2. Tornadoes**

Annually, Colorado residents report an average of 20 tornadoes. The effect of damaging tornadoes is increasing as more people and businesses are locating in threatened areas. April through October is considered the tornado season, with May and June as the greatest risk months. Park County saw its first recorded tornado in 2008. While tornadoes are rare, they are a significant hazard as they are unpredictable and warning systems are minimal.

**3. Fire**

Both structural fire and wildfire pose an enormous risk to Park County and its residents. The county experiences frequent high winds, drought conditions and lightening storms, which all increase the likelihood for a fire to occur and grow out of control at a rapid rate.

Wildfire, both natural and man-caused, is a risk to which the entire state is susceptible. Approximately 1/4<sup>th</sup> of the state's current population resides within the Red Zone, an area characterized by over 6 million acres of forestland at high risk for a large-scale wildland fire. A century of aggressive fire suppression, combined with cycles of drought and changing land management practices, has left many of Colorado's forests unnaturally dense and ready to burn.

Park County's vulnerability to wildfire is extreme. Within the last ten years, Park County has experienced five large wildland fires, resulting in over 140,000 acres burned and over 600 buildings destroyed. Among these fires was the Hayman Fire, the largest in Colorado's history. Due to extreme weather patterns, along with high winds, a small fire has the potential to grow out of control quickly.

Structural Fires – While structural fires are often restricted to the structure alone, fires can often spread to surrounding exposures including other buildings and forestland. Once again, with our erratic wind patterns and unpredictable weather, a number of factors could cause a structural fire to become a larger community-wide event, making fire one of our largest hazards.

**4. Severe Weather**

The entire state of Colorado is susceptible to winter storms of disaster proportions. Many of our winter storms have the capacity to cripple roadways, hamper snow removal efforts, overwhelm utilities and transportation, and effect local businesses and livestock.

Since 2006, Park County has declared three emergency declarations due to blizzard conditions, including the South Park Drift incident that required regional and state assistance to rescue stranded citizens. Due to the rural nature of Park County, residents can often become stranded in vehicles or in their homes after a large storm. Emergency Services efforts to reach those people in an emergency could be delayed due to road conditions or hazards, leaving many citizens without aid for prolonged periods. Power outages are a common result of winter storms in Park County, and large-scale cattle loss is common, especially during the spring calving season. Winter storms can also damage agricultural crops dependent upon the time of the year.

**5. Avalanches**

The winter snow pack presents the danger of avalanches, particularly in the backcountry mountainous areas. The increasingly heavy usage of the backcountry during the winter

months has heightened this ever present winter danger. Over the past few years, more than 400 people have been trapped and more than 50 killed in avalanches in Colorado.

Park County is surrounded by several mountain ranges with varying degrees of avalanche danger. Due to the high tourism within the county in the winter, with backcountry skiers as well as snowmobilers, avalanche danger will remain an unpredictable event in Park County.

**6. Landslides**

Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowpack, or heavy rains. In recent years, losses from landslides and debris flows have been extremely high in Colorado in areas already devastated by wildfires.

**7. Drought**

Colorado rainfall does not provide a consistent, dependable water supply throughout the year. Therefore, severe drought may occur creating devastating economic consequences for agriculture, forestry, wildlife management, the environment and tourism. Droughts have been serious problems in the past and are expected to increase in frequency in the future.

**8. Earthquake**

Colorado is rated as having a low to moderate risk of having an earthquake with enough intensity to cause damage or injury. There are approximately 100 potentially active faults in Colorado and more than 400 earthquake tremors of magnitude 2.5 or higher have occurred in Colorado since 1870. Several significant earthquakes have occurred within the state and a number of faults are located within its boundaries, including a fault running through Park County from North to South.

**Human-Caused Hazards Frequent in Park County**

Disasters that are human-caused or technological are more varied and can be extremely complex. They can be subdivided into several different types:

**1. Dam Failures**

Dam failure is a technological threat facing many communities. In the last 100 years at least 130, of the more than 2,000 dams in the state, have failed. The failure of any dam has the potential of causing extensive property damage and possibly loss of life.

Park County has six high hazard dams and two significant hazard dams. These are ranked due to their size and the amount of damage that would be caused by a failure to downstream populations.

**2. Hazardous materials Spills or accidents**

The release of a hazardous material into the environment could cause a multitude of problems, including environmental concerns, property damage, and human health risk. The extent of the damage is dependent upon the type, location and quantity of the material released. Although hazardous material incidents can happen almost anywhere, certain areas of Colorado are at a higher risk than others.

Due to Park County's central location, and the number of highways situated around the county, there is a greater risk of a hazardous materials incident in this area. A large volume of

vehicles carrying hazardous materials travel along our highways daily. This number is greatly increased whenever a road closure exists on I-70, or in the Denver and Colorado Springs areas. Immediate dangers from hazardous materials are fires, explosions, and the possible contamination of a community's environment and resources. Some chemicals can cause painful and damaging burns to the skin if in direct contact with them, and the release of toxic gases may cause immediate death or disablement if inhaled. Park County has limited HazMat resources to handle large incidents. Therefore, mutual aid response would be necessary from Jefferson, El Paso, Chaffee, Lake or Summit County.

### **3. Civil Disturbance / Terrorism**

The possibility of riots, a bomb threat or terrorism shall always exist, especially in our current society. Civil disturbance can threaten the safety and well being of populations and create millions of dollars in property losses in a very short time. Bomb threats occur for the purposes of extortion or terrorism. Isolated acts of terrorism can occur without any warning and can injure or kill many people. Possible disturbances due to political disagreements, racial confrontations or other unpopular social or political decisions could cause civil unrest. Public safety and emergency response capabilities could be greatly jeopardized during a civil disturbance or terrorist act. The events of the past several years indicate a significant risk for terrorist attacks, especially to government buildings and high profile areas.

Colorado is at risk for terrorism (domestic and international) and national security incidents. These incidents could take the form of threats and hoaxes, small-scale conventional weapons or explosives, large improvised explosives, chemical, biological, radiological, nuclear or cyber attacks. One of Park County's greatest threats is a surge into the county. If an event occurs in a heavily populated area such as Denver, Jefferson, El Paso, Teller or Summit counties, traffic into Park County will become overwhelming.

**See Appendix A for the complete Hazard Analysis**

## **V. PLANNING ASSUMPTIONS**

- a. Civil government at all levels must continue to function under all threat, emergency and disaster conditions.
- b. Park County shall continue to be exposed to the hazards noted in the hazard analysis as well as others that may develop in the future.
- c. An emergency or disaster can occur at any time or any place. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.
- d. Citizens expect governments to keep them informed and to provide guidance and assistance in the event of a threat, emergency or disaster.
- e. All levels of government share the responsibility for working together in mitigating, preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- f. With the possibility of terrorism and weapons of mass destruction (WMD), any technological event must be approached as if it could be an act of terrorism.
- g. Private and volunteer organizations, i.e. Red Cross, Salvation Army, Colorado Organizations Active in Colorado (COVOAD), etc. will provide immediate life-sustaining relief to individuals and families, not normally available from government resources. Local governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.

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- h. County officials recognize their responsibilities for the safety and well being of the public and shall assume their responsibilities in the implementation of this emergency management plan.
- i. Proper implementation of this plan shall reduce or prevent disaster-related losses.

### **VI. CONCEPT OF OPERATIONS**

#### **a. General**

Park County Government is responsible for emergency response operations in all areas of the County. The Board of County Commissioners has the primary responsibility 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.

Emergency response agencies in Park County request resources from their own agency through mutual aid agreements already in place. All local governments and special districts within Park County are responsible for coordinating with one another and for providing mutual aid within their capabilities, according to established written agreements. If necessary, normal working operations may be suspended or redirected during an incident in order 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. 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.

A formal declaration of a disaster by the Park County Board of Commissioners may be required as a precondition of some forms of State assistance or to expedite State assistance. The Colorado Division of Emergency Management (CDEM) is the State Agency responsible for processing requests for State or Federal disaster assistance.

#### **b. Stages of Emergency Management**

Emergency operations involve much more than merely responding to an incident when it occurs. Regardless of the type of hazard, there are four stages in the emergency management process: mitigation, preparedness, response, and recovery.

- **Mitigation** – Mitigation involves the actions taken prior to an incident that reduce the chance of occurrence or the effects of a disaster. This stage includes flood plain management, public education campaigns, building and fire codes, defensible space programs for residential buildings, and preventative health care.
- **Preparedness** – Preparedness involves the planning necessary to ensure that the effects of a disaster or an emergency will be minimized, and to assist local jurisdictions in developing appropriate response capabilities needed in the event of an emergency. To respond properly, a jurisdiction must have a plan for response, trained personnel to respond, and necessary resources with which to respond.
- **Response** – The response stage covers the period during and immediately following a disaster. During this phase, jurisdictions provide emergency assistance to victims of the event and try

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to reduce the likelihood of further damage. The local fire district, law enforcement agency, rescue squads, and emergency medical service (EMS) units are the primary responders.

- Recovery – Recovery is both short and long-term, and continues until all systems return to normal or near-normal operation. Short-term recovery restores vital life-support systems to minimum operating conditions. Long-term recovery may go on for months—even years—until the entire disaster area returns to its previous condition or undergoes improvement with new features that are less disaster-prone. This will involve damage assessments, plan revisions, and actions initiated to mitigate future emergencies or disasters by reducing or eliminating their probability of recurring.

### c. Critical Incident Stress Management

Critical Incident Stress (CIS) is any situation that causes emergency personnel to experience unusually strong emotional reactions that could interfere with the ability to function. There is no blueprint for which incidents will cause CIS and which incidents will not. Several factors affect an individual's response to a critical incident.

Critical Incident Stress Management (CISM) is a multi-component program that works to decrease the effects of CIS early on, before reactions become deeply rooted. CISM's strength is attributable to its emergency service peer-driven process that is monitored by mental health professionals. The goals in CISM are to restore the health and environment of the individuals, to decrease traumatic stress effects, and to speed recovery and productivity when they do occur. An important feature is helping the individual recognize that the danger has passed and that the need to react also has passed. CISM activation in Park County will be determined on a case-by-case basis and will be coordinated through the Park County Sheriff's Office Victim Services Division.

## VII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Park County Office of 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.

### a. Executive Group Responsibilities

The Executive Group includes the Board of County Commissioners, County Attorney, Park County Sheriff, and the Director of Emergency Management.

#### 1. The Park County Board of Commissioners

The Board of County Commissioners is responsible for disaster preparedness and coordination of response, including a comprehensive emergency management plan. The Board may delegate authority to the Director of Emergency Management to act on their behalf in regards to emergency management.

- Formal declaration of County emergencies or disasters.
- Approval and commitment of County resources and funds for disaster or emergency purposes.
- Issuance of directive to County departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers as needed.
- Issuance of official orders regarding population protection or temporary social restrictions, such as evacuation orders, establishment of curfews, and enactment of price controls.

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- Issuance of formal requests to the Governor's Office (through the Colorado DEM) for the declaration of a State emergency for the purposes of obtaining State and/or Federal assistance.
- Direction of the overall preparedness plan and assurance that the emergency plan remains current and updated.

### **2. Park County Attorney**

The Park County Attorney 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 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 Park County Office of Emergency Management as requested by the County Commissioners.

### **3. Park County Sheriff**

The Park 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 Commissioners concerning such needs as local disaster declarations, travel restrictions, curfews, or other temporary social restrictions.
- Conduct and coordination of local Search and Rescue operations.
- Conduct and coordination of local Amateur Radio Operators (ARES District 6).
- Provision of security at the Incident Command Post and the Emergency Operations Center.
- Review and update law enforcement mutual aid agreements to ensure county resources are available to the Incident Commander as needed.

### **4. Park County Director of Emergency Management**

The Park County Director of 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 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.

**b. Park County Emergency Services**

The Emergency Services group includes the Park County Communications Center, Emergency Medical Services, local fire districts, Search and Rescue, and the Colorado State Patrol as needed.

**1. Park County Communications Center**

- Establish a communications system and dispatchers 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.

**2. Emergency Medical Services**

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

- Provide timely and efficient patient care to the citizens and visitors of Park 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.

**3. Fire Districts**

The fire districts that serve Park County are responsible for providing all services related to fire prevention and suppression. Additionally, the fire districts 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.

**4. Search and Rescue**

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

**5. Colorado State Patrol**

The Colorado State Patrol is responsible for the safe and efficient movement of all motor vehicle traffic, and to assist all motorists in need on Colorado Highways.

- Promote safety and protect human life by preserving Colorado's highways during and after an emergency or disaster.
- Prevention of fatalities or injuries due to property damage crashes on roadways.
- Provision of perimeter security of scene, and access and egress for emergency vehicles and needed personnel.
- Provision of support during Hazardous Materials incidents.



- Insure constant communication with the Incident Command Post and the Emergency Operations Center during an emergency or disaster.

**c. Emergency Support Agencies**

**1. Park County Coroner**

The Park 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 the Mass Fatalities Annex (Annex 3.3) as needed in the event of an emergency or disaster.
- Provision of expert personnel in scientific identification and all other services as needed.
- Acquire expanded mortuary services where required.

**2. Park County School Districts**

The Park County School Districts are responsible for the safety and protection of pupils and school personnel.

- Preparation and maintenance of an Emergency Management Plan for the school or district.
- Coordinate with Human Services for feeding and housing of displaced persons temporarily sheltered at each school.
- Provision of school buses for evacuation of endangered populations.

**3. Park County Information Services and Telecommunications**

The Park County Information Services Department is responsible to work with the Office of Emergency Management to provide operational support to the Incident Commander and the EOC Manager regarding all radio and IT 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
- Procuring and delivering radio equipment as needed
- Providing computer support and network troubleshooting as needed.
- Procuring and delivering any other materials or equipment needed or requested by the ICP or the Office of Emergency Management.

**4. Park County 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.

**5. Amateur Radio Operators**

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

**6. Park County Sheriff's Office Victim Services**

Victim Services provides support to the county through coordinated response to the crisis intervention / mental health and substance abuse needs of the affected population of a disaster.

- Conduct planning efforts and create formal and informal agreements with other agencies that identify with crisis intervention and mental health disaster response functions such as the American Red Cross, Office of Victim Assistance, and Faith-Based Organizations.

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- 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 mental 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.

### **7. American Red Cross**

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

- Provide food and shelter to incident victims as needed or requested.
- Provide clothing and/or personal articles to incident victims.
- Assist incident victims with emergency needs.
- Register displaced persons and provide welfare information services.

### **8. Clergy**

Clergy will be responsible for providing spiritual assistance/guidance to shelters or others involved in an emergency or disaster, if requested.

## **d. Other Park County Agencies/Departments**

### **1. Park County Road and Bridge / Public Works**

Park County Road and Bridge and Public Works are responsible for maintaining working systems and roadways in the event of an emergency or disaster.

- Road and Bridge is responsible for maintaining and repairing all county road systems within respective jurisdictions to insure minimal disruption in entering or exiting threat impact areas.
- Public Works will 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 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.
- Maintain potable water and sewer facilities and equipment.
- Provide equipment and personnel as necessary to meet incident support requirements.

### **2. Park County Public Health**

Park County Public Health is responsible for directing, controlling and coordinating all county public health services 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.

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- 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 special needs or evacuation assistance.
- Advising the Board of County Commissioners on actions to be taken regarding all health and medical matters.

### **3. Park County Human Services**

Park County Human Services is responsible for advising the Board of County Commissioners on all social services needs and concerns within the county.

- Establish plans and procedures for the mass care of and assistance to the public, prior to, during, and after an emergency or disaster.
- Maintain a current list of all available shelters.
- Provide food, clothing, and shelter in order to care for displaced persons.
- Establish suitable food distribution points to enable families and other groups to replenish their own supplies.
- Designating and operating information centers with facilities for registration of incident victims, location of missing persons and reunification of families.
- Provide for feeding of response agency personnel in the Incident Command Post, Emergency Operations Center and field operations.
- Implementation of an Individual/Family Grant Program and a food stamps program following a Presidential declaration of disaster as needed.

### **4. Park County Finance**

The Park County Finance Department is responsible for advising the Board of County Commissioners on all fiscal matters.

- Assist in the compilation, preparation and presentation of supporting information/documentation for county requests for State and Federal government disaster assistance as appropriate.
- Establish and maintain an incident-related financial record keeping system.

### **5. Park County Mapping and GIS**

The Park County Mapping and GIS Department is responsible for providing the Incident Command Post or Emergency Operations Center with any and 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

### **6. Park County Clerk and Recorder**

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

### **7. Park County Planning Department**

The Park County Planning Department is responsible for establishing and maintaining a system for disaster mitigation.

### **8. Park County Assessor**

The Park County Assessor is responsible for establishing and maintaining a system for damage assessment.

**9. Park County Environmental Health Department**

The Park County Environmental Health Department is responsible for providing all environmental health services including water and sanitation.

**10. Park County Human Resources**

The Park County Human Resources Department is responsible for providing all documentation and records regarding worker's compensation during disasters or emergency situations involving county personnel, along with equipment damage claims. They also provide assistance in notification of county employees during disaster situations as needed throughout the county.

**VIII. DIRECTION AND CONTROL**

**a. General**

The **Board of County Commissioners** is responsible for the overall direction of the response activities of all County Departments. Park County Department Heads shall retain control over their employees and equipment.

The **Sheriff** and the **Director of Emergency Management** are responsible for assuring that coordinated and effective emergency response systems are developed and maintained.

**b. Park County Emergency Management**

**i. County Incident Management System**

The Park County Incident Management System follows the guidelines set forth by the National Incident Management System (NIMS) and the Incident Command System (ICS).

The National Incident Management System (NIMS) is a comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. The intent of NIMS is to:

- Be applicable across a full spectrum of potential incidents and hazard scenarios, regardless of size or complexity.
- Improve coordination and cooperation between public and private entities in a variety of domestic incident management activities.

The Incident Command System (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 ICS Organizational structure consists of five primary components:

- Command Staff
- Operations Staff
- Planning Staff
- Finance Staff
- Logistics Staff

**ii. Emergency Operations Center (EOC)**

The Multi-Agency Coordination Group (MAC) is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common framework for coordinating and supporting incident management. The Park County MAC consists of County Commissioners, municipal officials, legal counsel and department heads with policymaking authority. If convened, the MAC will be located at the Emergency Operations Center. Please see the EOC Policies and Procedures Manual for detailed information.

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The EOC for Park County is organized with an Incident Command Structure, using Emergency Support Functions (ESFs). Each ESF has specific roles and responsibilities during an incident. These include:

**ESF 1: Transportation** - Provides for coordination, control, and allocation of transportation assets in support of the movement of emergency resources including the evacuation of people, and the redistribution of food and fuel supplies. This also includes reporting damage to transportation infrastructure as a result of an incident; coordinating alternate transportation services (air, surface, and rail); coordinating the restoration and recovery of the transportation infrastructure; and coordinating and supporting prevention, preparedness, mitigation among transportation infrastructure stakeholders at the state and local levels.

**ESF 2: Communications** - Provides communications support and IT support. Provides the required temporary telecommunications, and the restoration of the telecommunications infrastructure. Provides emergency warning, information and guidance to the public. Facilitates the requirements and resources needed to provide for backup capability for all means of communication.

**ESF 3: Public Works & Engineering / Infrastructure** - Evaluates, maintains, and restores public roads, bridges and drainage. Support private sector access in support of the restoration of critical private infrastructure (i.e. electrical, gas, communications and water lines). Provide for debris clearance, road, highway and bridge repairs, engineering, construction, repair and restoration of essential public works systems and services, and the safety inspection of damaged buildings.

**ESF 4: Fire Fighting** - ESF 4 manages and coordinates firefighting activities, including the detection and suppression of fires, and provides personnel, equipment, and supplies in support of State, local, and tribal agencies involved in rural and urban firefighting operations. Provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland emergencies.

**ESF 5: Emergency Management** - Provides for the overall management and coordination of the county's emergency operations in support of local response agencies and jurisdictions. Maintains and activates the County Emergency Operations Center as needed. Collects, analyzes and disseminates critical information on emergency operations for decision making purposes. Identifies the roles and responsibilities of county government in coordinating mutual, state and federal assistance.

During the post incident response phase, ESF 5 transitions and is responsible for support and planning functions. ESF 5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for operations. This includes alert and notification, deployment and staffing of designated emergency response teams, incident action planning, coordination of operations, logistics and material, direction and control, information management, facilitation of requests for Federal assistance, resource acquisition and management (to include allocation and tracking), worker safety and health, facilities management, financial management, and other support as required.

**ESF 6: Mass Care, Housing, and Human Services and Victim Services** - Promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual disasters. This includes economic assistance and other services for individuals impacted by the incident. Mass Care involves the coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating

## Park County Emergency Management Plan

bulk distribution of emergency relief items. Housing involves the provision of assistance for short- and long-term housing needs of victims. Human Services include providing victim related recovery efforts such as counseling, identifying support for persons with special needs, expediting processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

**ESF 7: Resource Support** - Consists of emergency relief supplies, facility space, office equipment, office supplies contracting services, transportation services (in coordination with ESF 1 – Transportation), security services, and personnel required to support immediate response activities. ESF 7 provides support for requirements not specifically identified in other ESFs, including excess and surplus property. Resource support may continue until the disposition of excess and surplus property, if any, is completed.

**ESF 8: Public Health and Medical Services** - Mobilizes trained health and medical personnel and other emergency medical supplies, materials and facilities. Provides public health and environmental sanitation services, disease and vector control. Provides on-scene triage, first aid, life support and transportation of the injured. Coordinates with local hospitals to ensure timely and appropriate delivery of injured patients to primary care facilities. Initiates mass casualty response as appropriate. Provides care and treatment for ill and injured.

**ESF 9: Search & Rescue** - Provides resources for ground, water and airborne activities to locate, identify and remove from a stricken area, persons lost or trapped. Provides for specialized emergencies and rescue operations.

**ESF 10: Oil and Hazardous Materials Response** - Provides for a coordinated response to actual or potential oil and hazardous materials incidents. It includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials include chemical, biological, and radiological substances, whether accidentally or intentionally released. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).

**ESF 11: Agriculture and Natural Resources / Animal Rescue** - Includes determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery of the supplies, and authorizing disaster food stamps. Animal and plant disease and pest response: Includes implementing an integrated State, local, and tribal response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation. Ensures, in coordination with ESF 8 – Public Health and Medical Services, that animal/veterinary/wildlife issues in natural disasters are supported. Protection of resources: Includes appropriate response actions to conserve, rehabilitate, recover, and restore resources. Assurance of the safety and security of the commercial food supply: Includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; food borne disease surveillance; and field investigations.

**ESF 12: Energy** - Collects, evaluates, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components. Additionally, ESF 12 provides information concerning the energy restoration process such as projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate.

**ESF 13a: Public Safety and Security** - Provides for the protection of life and property by enforcing laws, orders and regulations including the movement of persons from threatened or hazardous areas. Provide for security, traffic and access control. Provides for evacuation and traffic management including the timely and appropriate decision to evacuate or shelter in place at-risk populations. Coordinates the designation and implementation of effective traffic management to ensure the expedient access of response resources and the evacuation of the public as needed.

**ESF 13b: Fatalities Management** - Provides for fatalities management including the collection, identification, documentation and protection of human remains. Establishes the cause/means of death and appropriate legal notifications and actions. Initiates mass fatality response as appropriate.

**ESF 14: Long Term Community Recovery and Mitigation** - Determines/identifies responsibilities for recovery activities, and provides effective community recovery efforts. In coordination with other ESF uses predictive modeling to ascertain vulnerable critical facilities as a basis for identifying recovery priorities. Provides damage assessment by ensuring that procedures and experts are available to provide preliminary estimates and observations. Assessments provide a basis for determining the need for a county, state, or Presidential disaster declaration.

**ESF 15: External Affairs** - Provides for effective collection, control, and dissemination of public information to the general public during emergency situations. Coordinates a system to minimize rumors and misinformation during an emergency.

**Please see the ESF Documents following this plan for more detailed information.**

**iii. Incident Management Group (IMG) or Incident Management Team (IMT)**

An IMG or IMT consists of various individuals from all emergency disciplines, as well as county officials, who work on an emergency scene in a coordinated effort. Park County does not currently have a designated IMG or IMT, however we have mutual agreements with both Summit County and Jefferson County for a coordinated response of their Incident Management Teams who will assist us when available during an emergency or large-scale disaster.

**c. Emergency Authority**

A complete reference to primary State and County legal documents is available in Appendix C.

The Park 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.

**IX. READINESS CONDITIONS**

**a. Colorado State Emergency Preparedness levels**

The Colorado State Emergency Preparedness Levels were created to indicate what state of readiness the state or region is in for any hazard. A common color designation has been associated with each level for simple identification. This system was developed to correspond with the National Security Threat Levels.

The following describes the five Emergency Preparedness Levels:

**Level V** – Green (Homeland Security Condition Low) – This is routine day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.

**Level IV** – Blue (Homeland Security Condition Guarded) – This is typically a “monitoring” phase where some actions or technical assistance may be given to local jurisdictions. Notification is made to those state agencies that may need to take action as part of their everyday responsibilities.

**Level III** – Yellow (Homeland Security Condition Elevated) – This is a limited activation or heightened awareness for all EOC staff. Certain key state departments may be alerted. State Department’s Emergency Response Coordinators will be called in as appropriate. Possible dispatching of a State Liaison Officer to the impacted jurisdiction if necessary.

**Level II** – Orange (Homeland Security Condition High) – Limited (or higher) activation of the State EOC. This may be reduced to heightened awareness after threat assessment. All lead and supporting state departments and other agencies are alerted for possible staffing requirements. 24 hour SEOC activation is considered at this level.

**Level I** – Red (Homeland Security Condition Severe) – Full activation of the State EOC with representatives from lead and supporting state departments and other agencies. Full 24-hour staffing may be required. The Federal Response Plan may be activated at this point.

**b. Colorado Homeland Security Levels**

The Homeland Security level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.

**c. Multiple Alerts**

It is possible for multiple alerts to be issued for different areas of the state and different threats. For example, there could be a Level III – Yellow alert for Homeland Security Reasons for the entire state and a Level II – Orange alert for central Colorado for wildfire danger.

**X. CONTINUITY OF GOVERNMENT**

**a. General**

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.



**b. Colorado State Line of Succession (directly from the Colorado State Emergency Operations Plan)**

1. 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.
2. 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
3. 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.
4. 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 of the Constitution and statutes of the state and will be described in the Local Emergency Operations Plan.
5. 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.

**c. Park County Line of Succession**

All constitutional and statutory powers of the branches of government in Park County shall be preserved unless legal actions by the State of Colorado alter or modify routine operations.

1. The legislative branch of government shall reside among the Board of County Commissioners.
  - If the Board of County Commissioners is incapacitated or no longer exists, the Chief Administrative Officer to the Board of County Commissioners shall act on their behalf and assure that day-to-day operations/functions continue. Local department administrators have the authority to continue County operations in their respective areas. The Commissioners would be replaced by a vote of the people.
2. The Judicial branch of government shall reside in the chief judge of the district or his/her delegate.
3. The Executive Branch of government shall reside in the Office of the elected Sheriff and his/her delegate (Under Sheriff).
4. All Fire and EMS agencies shall reside under the Chief/Director and his/her delegate. (assistants/deputies).
5. All other offices of County government shall reside under the Administrator and his/her delegate. As a minimum, all county department heads shall designate primary and alternate

emergency successors for key supervisory positions. This ensures the continuance of leadership, authority, and responsibilities of their departments.

**d. 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 national 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.

**XI. ADMINISTRATION AND SUPPORT**

**a. Administration**

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.

**b. 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 Director of Emergency Management. All requests shall be made by the Board of County Commissioners or by another elected official duly authorized by the board.

**c. Logistics**

The Park 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 Emergency Management, in coordination with other state departments, will facilitate logistical support for statewide emergency operations (i.e. provide supplies and equipment) and, if required, sleeping and feeding facilities for State EOC staff.

**d. 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.

Colorado State is a member of the Emergency Management Assistance Compact (EMAC), a national mutual aid compact among states and territories.

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.

## Park County Emergency Management Plan

Part 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 Park County in times of emergency or large disaster.

### **XII. PUBLIC AWARENESS AND EDUCATION**

Public awareness and education prior to any emergency are crucial to successful public information efforts during and after the emergency. The decision to initiate and support this function must be made at the highest policy-making level. The pre-disaster awareness and education programs must be viewed as equal in importance to all other precautions for emergencies and receive an adequate level for planning. These programs must be coordinated among local, state and federal officials to ensure their contribution to emergency preparedness and response operations.

### **XIII. PLAN DEVELOPMENT, MAINTENANCE AND IMPLEMENTATION**

The Park County Emergency Operations Plan (2009), annexes and appendices, and subsequent revisions, supercedes 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 brief the appropriate public and private officials concerning their role in emergency management and ensure proper distribution of the plan.

All County Departments shall be responsible for the development and maintenance of their respective annexes and SOP's identified in Section VII: Organization and Assignment of Responsibilities.

The Director of Emergency Management shall be responsible to review this plan regularly and to request that the Park 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.

### **XIV. 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.

The Director of Emergency Management will coordinate multi-agency and multi-jurisdictional exercises. Following any exercise, the Director 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.

<END – PART ONE>

## **PART TWO – APPENDICES / ANNEXES**

### **Appendix A**

#### **Hazard Analysis**

The hazards that face Park County are many and varied, as are the communities, towns, and rural areas in which they may occur. The County of Park is situated in the geographical center of the State of Colorado, and consists of mountains (the Continental Divide in on one border), canyons, vast grass meadows and forested lands, dams and reservoirs for water supplies and recreation, two incorporated towns, large residential communities without formal government structures, and areas of summer recreation homes.

Park County is vulnerable to a number of natural disasters, including floods, fires, tornados, and winter storms, and man-caused events such as dam failures and hazardous materials spills and accidents. This hazard analysis will examine several key areas for each hazard in order to determine the vulnerability of the county and the needs for future planning processes. The following are the five areas to be examined for each hazard:

**Areas of concern / Areas likely to be affected most:** For the hazard, this section focuses on those areas of the county that would be of greatest risk or concern.

**Frequency of Occurrence:** How often is it predicted that this hazard will occur in the county. The following chart will give the ranges for various ratings:

**Highly Likely** – Near 100% probability in the next year.

**Likely** – Between 10 and 100% probability in the next year, or at least one chance in the next 10 years.

**Possible** – Between 1 and 10% probability in the next year, or at least one chance in next 100 years.

**Unlikely** – Less than 1% probability in the next 100 years.

**Severity Rating:** Predicts, to the degree possible, the damage that can be expected in Park County as a result of that hazard. The following will give the four ratings used in this analysis.

**1 = Catastrophic**

**2 = Critical**

**3 = Limited**

**4 = Negligible**

**Seasonal Pattern:** If the hazard has a certain seasonal pattern, it will be listed, giving the times of the year where the threat is most likely to occur.

**Existing Warning Systems:** A list of possible warning systems will be given depending upon the hazard.

**HAZARD – Flooding**

Flooding (flash and riverine) remains the single greatest potential hazard to property in the State of Colorado. Colorado averages 20 to 30 floods per year. Flooding of normally low creeks and dry creek beds would primarily impact roadways and sparsely populated areas precipitating possible evacuation. Flash flooding, usually caused by heavy, stationary thunderstorms, most often occurs in the spring and early summer months. Areas in and below land burned by wildfire have an increased risk of flooding. The South Platte is a major tributary throughout Park County with the North Fork posing a threat to the Bailey area, Middle Fork in Fairplay, and the South Fork in Hartsel. Flooding in these areas would cause extensive damage to populated areas, farmlands, and all major roadways within the county.

**Areas of concern / Areas likely to be affected most:** Lower areas (in elevation) of the county are particularly hazardous in the spring when snowmelt occurs. Run-off builds rapidly and when reinforced by heavy or sustained rainfall, flooding onset is rapid. Areas recently hit by large wildfires are especially prone to new onset flooding due to the changes in the landscape and the ground cover.

**Frequency of Occurrence: Highly Likely**

One or two periods of rainfall occur each year that could rapidly materialize into dangerous flooding. The frequency of flash flooding is highly variable and in any given year a very high number of events could occur.

**Severity Rating:** Depending on the event, this rating could go from limited to catastrophic. Minor flooding could cause damage to property, while heavy flooding to could affect agriculture and cause a loss of life.

**Seasonal Pattern:** The potential for flash flooding occurs every year in the spring and summer. Disastrous riverine flooding, caused by rapid snowmelt from early spring rains and warm weather, usually occurs in May and June.

**Existing Warning Systems:** The available warning systems for flooding include local weather updates to determine rainfall or flooding conditions, and CodeRED to notify residents of flooding situations in their area. Park County currently does not have any way to warn campers, hikers or visitors about flash flooding.

**HAZARD – Tornados**

Annually, Colorado residents report an average of 20 tornadoes. The effect of damaging tornadoes is increasing as more people and businesses are locating in threatened areas. April through October is considered the tornado season, with May and June as the greatest risk months. Although Tornados are rare in Park County, they are a significant hazard as they are unpredictable and warning systems are minimal.

**Areas of concern / Areas likely to be affected most:** The areas most likely to be affected are the flat plains throughout central Park County. The foothills and mountains weaken tornado activity.

**Frequency of Occurrence:** Possible

**Severity Rating:** Limited to critical depending on where the tornado occurs.

**Seasonal Pattern:** Mainly June through August

**Existing Warning Systems:** Local weather channel for thunderstorm and tornado warning updates.

**HAZARD – Fire**

Both structural fire and wildfire pose an enormous risk to Park County and its residents. The county experiences frequent high winds, drought conditions and lightening storms, which all increase the likelihood for a fire to occur and grow out of control at a rapid rate.

- a. Wildfire, both natural and human-caused, is a risk to which the entire state is susceptible. Approximately 1/4<sup>th</sup> of the state’s current population resides within the Red Zone, an area characterized by over 6 million acres of forestland at high risk for a large-scale wildland fire. A century of aggressive fire suppression, combined with cycles of drought and changing land management practices, has left many of Colorado’s forests unnaturally dense and ready to burn.

Park County’s vulnerability to wildfire is extreme. Within the last five years, Park County has experienced four large wildland fires, resulting in over 140,000 acres burned and over 600 buildings destroyed. Among these fires was the Hayman Fire, the largest in Colorado’s history. Due to extreme weather patterns, along with high winds, a small fire has the potential to grow out of control quickly.

**Areas of concern / Areas likely to be affected most:** Dense forested areas along the Jefferson/Park County line near Bailey, the Summit Park County line near Hoosier Pass, Indian Mountain in Jefferson, and the Park/Teller line near Lake George and Guffey. These areas are not only the most probable for wildfires, but also the most populated, creating the largest loss-of-life hazard.

**Frequency of Occurrence:** Highly Likely

**Severity Rating:** Catastrophic

**Seasonal Pattern:** Usually during the summer months between June and September.

**Existing Warning Systems:** CodeRED Emergency Notification System will be used during evacuations and for wildfire alerts and information.

- b. Structural Fires – While structural fires are often restricted to the structure alone, fires can often spread to surrounding exposures including other buildings and forestland. Once again, with our erratic wind patterns and unpredictable weather, a number of factors could cause a structural fire to become a larger community-wide event, making fire one of our largest hazards.

**Areas of concern / Areas likely to be affected most:** All populated areas of the county are at risk.

**Frequency of Occurrence:** Highly Likely

**Severity Rating:** Limited to Catastrophic depending upon the damage, existing exposures, and the time it takes to extinguish the blaze.

**Seasonal Pattern:** A potential exists for structural fires to occur more often in the fall when people use their chimneys or wood-burning stoves for the first time in the season, or if proper maintenance has not been completed, creating the hazard of fire to roofs and structures. Otherwise, this hazard is a risk year-round.

**Existing Warning Systems:** If the structure fire creates a wildfire situation, or has the potential, the same notification system will be used as a wildfire.

### **HAZARD – Severe Weather**

The entire state of Colorado is susceptible to winter storms of disaster proportions. Many of our winter storms have the capacity to cripple roadways, hamper snow removal efforts, overwhelm utilities and transportation, and effect local businesses and livestock.

Due to the rural nature of Park County, residents can often become stranded in vehicles or in their homes after a large storm. Emergency Services efforts to reach those people in an emergency could be delayed due to road conditions or hazards, leaving many citizens without aid for prolonged periods. Power outages are a common result of winter storms in Park County, and large-scale cattle loss is common, especially during the spring calving season. Winter storms can also damage agricultural crops dependent upon the time of the year.

**Areas of concern / Areas likely to be affected most:** Entire county is at risk. The climate of the county can result in isolated communities and a need for search and rescue efforts.

**Frequency of Occurrence:** Highly Likely

**Severity Rating:** Limited to Catastrophic depending upon the severity of the storm and damage to existing structures.

**Seasonal Pattern:** Winter months, usually from October through March. Some late storms can occur in April or early storms in September, creating unique hazards to the area.

**Existing Warning Systems:** The available warning systems for winter storms include local weather updates to determine road closures and winter conditions, and CodeRED to notify residents of conditions in their area.

### **HAZARD – Avalanche**

The winter snow pack presents the danger of avalanches, particularly in the backcountry mountainous areas. The increasingly heavy usage of the backcountry during the winter months has heightened this ever present winter danger. Over the past few years, more than 400 people have been trapped and more than 50 killed in avalanches in Colorado.

Park County is surrounded by several mountain ranges with varying degrees of avalanche danger. Due to the high tourism within the county in the winter, with backcountry skiers as well as snowmobilers, avalanche danger will remain an unpredictable event in Park County.

**Areas of concern / Areas likely to be affected most:** All along the continental divide on the west and northwest sides of the county.

**Frequency of Occurrence:** Highly Likely

**Severity Rating:** Negligible to Critical depending on the location and extent of damage.

**Seasonal Pattern:** Winter months, usually from October through March. Some late storms can occur in April or early storms in September, creating unique avalanche hazards.

**Existing Warning Systems:** Avalanche precautions and probability ratings throughout the season.

\*\*See attached map of avalanche prone areas in Park County.

### **HAZARD – Landslide**

Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowpack, or heavy rains. In recent years, losses from landslides and debris flows have been extremely high in Colorado in areas already devastated by wildfires.

**Areas of concern / Areas likely to be affected most:** A rockslide or landslide on Highway 285 between Bailey and Fairplay would cut off all east-west traffic. Currently, the Lake George area remains at a higher risk than the rest of the county due to recent large wildfires that have created flooding and mudslides in the area, especially during heavy rains. The Alma area is also a landslide concern area.

**Frequency of Occurrence:** Highly Likely

**Severity Rating:** Limited to catastrophic. Recent mudslides have caused damage to homes and land, but a major slide could create a risk to life for Park County citizens.

**Seasonal Pattern:** The potential for flash flooding occurs every year in the spring and summer. Disastrous riverine flooding, caused by rapid snowmelt from early spring rains and warm weather, usually occurs in May and June, creating the potential for mudslides in the steep mountainous terrain within the county.

**Existing Warning Systems:** None.

### **HAZARD – Drought**

Colorado rainfall does not provide a consistent, dependable water supply throughout the year. Therefore, severe drought may occur creating devastating economic consequences for agriculture, forestry, wildlife management, the environment and tourism. Droughts have been serious problems in the past and will increase in frequency in the future.

**Areas of concern / Areas likely to be affected most:** The entire county will be affected by drought conditions, through increased wildfire conditions, low water levels or water restrictions.

**Frequency of Occurrence:** Highly Likely.

**Severity Rating:** Limited to catastrophic depending upon the length of the drought and the people and agriculture affected.

**Seasonal Pattern:** Year-round. Even though we have the snow season in the winter months, if the snowpack is low for long periods, along with dry summer months, drought conditions will begin to take a toll.

**Existing Warning Systems:** Long-term drought conditions are tracked and measured, and are available to the public for review. Local weather patterns will suggest drought conditions as well.

### **HAZARD – Earthquake**

Colorado is rated as having a low to moderate risk of having an earthquake with enough intensity to cause damage or injury. There are approximately 100 potentially active faults in Colorado and more than 400 earthquake tremors of magnitude 2.5 or higher have occurred in Colorado since 1870. Several significant earthquakes have occurred within the state and a number of faults are located within its boundaries, including a fault running through Park County from North to South.



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The East-Side Chase Gulch fault lies between Schoolmarm Mountain and the Puma Hills on the west side of Eleven Mile Canyon Reservoir. The West-Side Chase Gulch fault is on the west side of Spinney Mountain in South Park Basin. The Eleven Mile fault branches from the East-Side Chase Gulch fault near Eleven Mile Canyon Reservoir. All three faults are within the South Park Basin, which is bounded by the Mosquito Range on the west, the Front Range on the north and east, and the Thirtynine Mile volcanic field on the south.

**Areas of concern / Areas likely to be affected most:** The primary danger of an earthquake with a potential as high as 5 on a Richter Scale would be to weaken earthen dams and reservoirs. Due to the close proximity of the East-Side and West-Side Chase Gulch faults, and the Eleven Mile fault, to the Spinney Mountain Dam, there exists the potential hazard of dam failure if an earthquake with a large magnitude were to happen in that area.

**Frequency of Occurrence:** Unlikely

**Severity Rating:** Limited

**Seasonal Pattern:** None

**Existing Warning Systems:** None

### **HAZARD – Dam Failure**

Dam failure is a technological threat facing many communities. In the last 100 years at least 130, of the more than 2,000 dams in the state, have failed. The failure of any dam has the potential of causing extensive property damage and possibly loss of life. Park County has several dams and waterways that have the potential to cause damage or injury if they fail.

The county contains the headwaters of the South Platte River, creating the essential water needed for early development in Park County. Dams and reservoirs constructed to provide water storage for Front Range municipalities also serve as fishing and recreation sites for Park County residents and visitors. Montgomery Reservoir above Alma is storage for Colorado Springs. Denver Water operates Antero Reservoir and 11-Mile Reservoir along the South Platte, while Aurora stores municipal water in Jefferson Lake and Spinney Mountain Reservoir. The Division of Wildlife operates Terryall Reservoir along Colorado 77.

**Areas of concern / Areas likely to be affected most:**

People, structures, and property downstream from any of the six dams in Park County are at risk should a failure occur. Specifically, the towns of Alma and Fairplay are downstream of the Montgomery Dam creating the largest loss of life hazard. If Eleven Mile or Spinney dam fails, it will affect other waterways in Park, Teller, Douglas and Jefferson Counties, possibly creating a domino effect of other dam failures.

**Frequency of Occurrence:** Possible

**Severity Rating:** Critical to Catastrophic

**Seasonal Pattern:** Dam failure depends on many factors, but high waters and flooding conditions will greatly enhance the risk of failure or overflow. The potential for flash flooding occurs every year in the spring and summer. Disastrous riverine flooding, caused by rapid snowmelt from early spring rains and warm weather, usually occurs in May and June.

**Existing Warning Systems:** There are weather reporting systems in place, and emergency plans for each dam outlining its condition and possibility for failure, but warning systems for dam failure in Park County are limited. The CodeRED system can be used once a threat has been determined and residents downstream can be notified. Park County currently does not have any way to warn campers, hikers or visitors if a dam failure were to occur.

## **HAZARD – Hazardous Materials Incidents**

The release of a hazardous material into the environment could cause a multitude of problems, including environmental concerns, property damage, and human health risk. The extent of the damage is dependent upon the type, location and quantity of the material released. Although hazardous material incidents can happen almost anywhere, certain areas of Colorado are at a higher risk than others.

Due to Park County's central location, and the number of highways situated around the county, there is a greater risk of a hazardous materials incident in this area. A large volume of vehicles carrying hazardous materials travel along our highways daily. This number is greatly increased whenever a road closure exists on I-70, or in the Denver and Colorado Springs areas.

Immediate dangers from hazardous materials are fires, explosions, and the possible contamination of a community's environment and resources. Some chemicals can cause painful and damaging burns to the skin if in direct contact with them, and the release of toxic gases may cause immediate death or disablement if inhaled.

Park County does not currently have a HazMat team to handle these incidents. Therefore, mutual aid response would be necessary from Jefferson, El Paso or Summit County.

**Areas of concern / Areas likely to be affected most:** The most likely areas for a hazardous materials spill are Highways 285, 24 and 9, as vehicles carrying these materials are traveling these roads. Action Gas currently has three 30,000-gallon propane tanks and one 18,000-gallon tank located off of US Highway 285 in Pine, Colorado. US West Communications currently stores sulfuric acid and lead batteries at the Badger Mountain radio repeater site, the Bailey Community Dial Office and the Fairplay Community Dial Office. The Rex Oil Company currently has several above ground tanks located at the Bailey Bulk Plant containing: unleaded gasoline, benzene, toluene, xylene, trimethyl benzene, ethyl alcohol, naphthalene, and diesel fuel. Ferrelgas has a 30,000-gallon, 18,000 gallon, and 15,000 gallon storage tank of Liquefied Petroleum (LP) gas stored off of Highway 9 in Fairplay. Additionally, they have a 55gallon drum of methanol at the same site.

**Frequency of Occurrence:** Likely

**Severity Rating:** Limited to catastrophic. A limited incident will be easily cleaned up with no risk to life, water or property. If a spill reaches a water source, the damage will be extreme, and if an explosion occurs lives will be threatened.

**Seasonal Pattern:** None.

**Existing Warning Systems:** No warning systems exist other than placarding to identify potentially hazardous substances.

## **HAZARD – Civil Disturbance**

The possibility of riots, a bomb threat or terrorism shall always exist, especially in our current society. Civil disturbance can threaten the safety and well being of populations and create millions of dollars in property losses in a very short time. Bomb threats occur for the purposes of extortion or terrorism. Isolated acts of terrorism can occur without any warning and can injure or kill many people. Possible disturbances due to political disagreements, racial confrontations or other unpopular social or political decisions could cause civil unrest. Public safety and emergency response capabilities could be greatly jeopardized during a civil disturbance or terrorist act. The events of the past several years indicate a significant risk for terrorist attacks, especially to government buildings and high profile areas.

Colorado is at risk for terrorism (domestic and international) and national security incidents. These incidents could take the form of threats and hoaxes, small-scale conventional weapons or explosives, large improvised explosives,

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chemical, biological, radiological, nuclear or cyber attacks. One of Park County's greatest threats is access in and out of the county. If an event occurs in a heavily populated area such as Denver, Jefferson, El Paso, Teller or Summit counties, traffic into Park County will become overwhelming.

**Areas of concern / Areas likely to be affected most:** Areas to be affected most include all roadways into and out of the county due to the possibility of a disturbance/attack in a heavily populated area where the citizens will evacuate on Highway 285, Highway 9 or Highway 24. Areas of concern continue to be any and all county buildings where the public has access or where the most harm can be done, including court houses, maintenance, planning, the County Annex building and Park County Communications.

**Frequency of Occurrence:** Possible.

**Severity Rating:** Limited to Critical depending upon the situation.

**Seasonal Pattern:** None.

**Existing Warning Systems:** National and Statewide Preparedness Levels.

**PART TWO – APPENDICES / ANNEXES**

**Appendix B**

**Matrix of Risk**

There is a strong probability of the occurrence of major events striking simultaneously or within a close time frame. There is also the probability that the occurrence of one event will trigger one or more secondary events. The correlation between the occurrence between the occurrence of a primary event and a secondary event are shown below.

**Cascading or Secondary Effects of Disasters**

<b>HAZARDS --&gt;</b>	Avalanche	Drought	Earthquake	Flood	Landslide	Tornado	Wildfire	Winter Storm	Severe Weather	Civil Disorder	Dam Failure	Hazardous Materials Incident	Power Failure	Radiological Incident	Transportation	Urban Fire	Terrorism
<b>PRIMARY EVENT</b>																	
Avalanche											X	X	X	X	X		
Drought							X			X							
Earthquake	X			X	X						X	X	X	X	X	X	
Flood					X						X	X	X	X	X	X	
Landslide				X							X	X	X	X	X	X	
Tornado												X	X	X	X		
Wildfire				X	X							X	X	X	X	X	
Winter Storm	X			X	X						X	X	X	X	X		
Severe Weather	X			X	X	X		X				X	X	X	X		
Civil Disorder							X					X	X	X	X	X	X
Dam Failure				X								X	X	X	X		
Hazardous Materials Incident										X					X		
Power Failure										X		X					
Radiological Incident										X					X		
Transportation							X					X		X			
Urban Fire												X					
Terrorism				X			X		X	X	X	X	X	X	X	X	

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Following is the Colorado State list of disaster event probabilities, based on historical data. The frequency time frame is an average of all the recorded occurrences of a given event and should not be considered as an absolute indicator of when the next occurrence of an emergency or disaster event will happen.

<b>PROBABILITY OF FUTURE OCCURRENCE</b>			
1 – Once or more a year		4 – Once every 50 years	
2 – Once every five years		5 – Once every 100 years	
3 – Once every ten years		6 – Less than once in 100 years	
Flooding	1	Dam Failure	2
Tornado	1	Transportation	2
Avalanche	1	Subsidence	2
Wildfire	1	Drought	3
Winter Storm	1	Power Failure	3
HazMat	1	Civil Disorder	4
Landslides	1	Urban Fire (major)	6
Earthquake	1	Terrorism	*

## **PART TWO – APPENDICES / ANNEXES**

### **Appendix C**

#### **Authorities: Federal, State and Local**

##### Federal

1. Federal Civil Defense Act of 1950; Public Law 81-920 as amended.
2. The Disaster Relief Act of 1974, Public Law 93-288 as amended.
3. Robert T. Stafford Disaster Relief and Emergency Assistance Act and amendments; Public Law 93-288, as amended by P.L. 100-707).
4. Emergency Management and Assistance, Code of Federal Regulations, Title 44.
5. Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA); Public Law 99-499 as amended.
6. Hazardous Waste Operations and Emergency Response, OSHA, Regulation 29, CFR 1910.120.
7. Comprehensive Environment Response Compensation and Liability Act of 1980; Public Law 96-510 (CERCLA or “Superfund”).
8. Clean Water Act; Section 311 of USC 1251.
9. Resource Conservation and Recovery Act (RCRA).
10. Superfund Amendments and Reauthorization Act of 1986; Title III: The Emergency Planning and Right to Know.
11. Defense Against Weapons of Mass Destruction; Public Law 102-201.
12. Terrorism Annex to the Federal Response Plan.
13. Federal Radiological Emergency Response Plan.
14. U.S. Policy on Terrorism; Presidential Decision Directive 39.
15. Combating Terrorism; Presidential Decision Directive 62.
16. Critical Infrastructure Protection; Presidential Decision Directive 63.

##### State

1. Colorado Office of Emergency Management Plan Annex V: Terrorist Incident Response.
2. Colorado Government Code, Chapter 791 (Inter-local Cooperation Contracts).
3. Colorado Local Government Code, Chapter 203: Management and Preservation of Records.
4. Colorado Local Government Code, Chapter 240: Miscellaneous Regulatory Powers of Counties.
5. Colorado Disaster Emergency Act of 1992, Colorado Revised Statutes, Title 24, Article 32, Part 21.
6. Colorado Revised Statutes, Title 25, Article 1, 608.
7. Constitution of the State of Colorado, Article V; entitled the “Executive Department.”

##### Local

1. Park County, Colorado adopted by policy in January 2009, the updated Emergency Operations Plan. This plan applies to and has been approved by Park County Board of Commissioners.
2. Resolution 2005-09, adopting the National Incident Management System, signed 3/24/05.

**Colorado Disaster Act of 1992**

Title 24, Article 32, Part 21 (2101-2115)

**24-32-2101 – Short title**

This part 21 shall be known and may be cited as the “Colorado Disaster Emergency Act of 1992”.

**24-32-2102 – Purposes and limitations**

1. The purposes of this part 21 are to:
  - a. Reduce vulnerability of people and communities of this state to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin, civil disturbance, or hostile military or paramilitary action;
  - b. Prepare for prompt and efficient search, rescue, recovery, care and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies;
  - c. Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters;
  - d. Clarify and strengthen the roles of the governor, state agencies, and local governments in prevention of, preparation for, response to, and recovery from disasters;
  - e. Authorize and provide for cooperation in disaster prevention, preparedness, response, and recovery;
  - f. Authorize and provide for coordination of activities relating to disaster prevention, preparedness, response, and recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities in which the state and its political subdivisions may participate;
  - g. Provide a disaster and emergency management system embodying all aspects of pre-disaster and pre-emergency preparedness and post disaster and post emergency response; and
  - h. Assist in prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use.
2. Nothing in this part 21 shall be construed to:
  - a. Interfere with the course or conduct of a labor dispute; except that actions otherwise authorized by this part 21 or other laws may be taken when necessary to forestall or mitigate imminent or existing danger to public health or safety;
  - b. Interfere with dissemination of news of comment on public affairs; except that any communications facility or organization, including but not limited to radio and television stations, wire services, and newspapers, may be required to transmit or print public service messages furnishing information or instructions in connection with a disaster emergency;
  - c. Affect the jurisdiction or responsibilities of police forces, fire-fighting forces, or units of the armed forces of the United States, or of any personnel thereof, when on active duty; except that state, local, and inter-jurisdictional disaster emergency plans shall place reliance upon the forces available for performance of functions related to disaster emergencies; or
  - d. Limit, modify, or abridge the authority of the governor to proclaim martial law or exercise any other powers vested in the governor under the constitution, statutes, or common law of this state independent of, or in conjunction with, any provision of this part 21.

**24-32-2103 – Definitions.**

As used in this part 21, unless the context otherwise requires:

1. “Bio-terrorism” means the intentional use of microorganisms or toxins of biological origin to cause death or disease among humans or animals.
  - 1.1 “Committee” means the governor’s expert emergency epidemic response committee created in section 24-32-2104.
  - 1.2 “Disaster” means the occurrence or immanent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to

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fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.

- 1.3 “Emergency Epidemic” means cases of an illness or condition, communicable or non-communicable, caused by bio-terrorism, pandemic influenza, or novel and highly fatal infectious agents or biological toxins.
- 1.4 “Pandemic Influenza” means a widespread epidemic of influenza caused by a highly virulent strain of the influenza virus.
2. “Political Subdivision” means any county, city and county, city, or town and may include any other agency designated by law as a political subdivision of the state.
3. “Search and Rescue” means the employment, coordination, and utilization of available resources and personnel in locating, relieving distress and preserving life of, and removing survivors from the site of a disaster, emergency, or hazard to a place of safety in case of lost, stranded, entrapped, or injured persons.

### **24-32-2104 – The governor and disaster emergencies**

1. The governor is responsible for meeting the dangers to the state and people presented by disasters.
2. Under this part 21, the governor may issue executive orders, proclamations, and regulations and amend or rescind them. Executive orders, proclamations, and regulations have the force and effect of law.
3. (a) There is hereby created a governor’s disaster emergency council, referred to in the part 21 as the “council”, consisting of not less than six nor more than nine members. The attorney general, the adjutant general, and the executive directors of the following departments shall be members: Administration, transportation, public safety, and natural resources. The additional members, if any, shall be appointed by the governor from among the executive directors of the other departments. The governor shall serve as chairman of the council, and a majority shall constitute a quorum. The council shall meet at the call of the governor and shall advise the governor and the director of the office of emergency management on all matters pertaining to the declaration of disasters and the disaster response and recovery activities of the state government; except that nothing in the duties of the council shall be construed to limit the authority of the governor to act without the advice of the council when the situation calls for the prompt and timely action when disaster threatens or exists.  
  
(b) The members of the governor’s disaster emergency council, as such existed prior to March 12, 1992, shall become the initial members of the council on March 12, 1992.
4. A disaster emergency shall be declared by executive order or proclamation of the governor if the governor finds a disaster has occurred or that this occurrence or the threat thereof is imminent. The state of disaster emergency shall continue until the governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the governor terminates the state of disaster emergency by executive order or proclamation, but no state of disaster emergency may continue for longer than thirty days unless renewed by the governor. The general assembly, by joint resolution, may terminate a state of disaster emergency at any time. Thereupon, the governor shall issue an executive order or proclamation ending the state of disaster emergency. All executive orders or proclamations issued under this subsection (4) shall indicate the nature of the disaster, the area threatened, and the conditions which have brought it about or which make possible termination of the state of disaster emergency. An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent or impede, shall be promptly filed with the office of emergency management, the secretary of state, and the county clerk and recorder and disaster agencies in the area to which it applies.
5. An executive order or proclamation of a state of disaster emergency shall activate the disaster response and recovery aspects of the state, local and inter-jurisdictional disaster emergency plans applicable to the political



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subdivision or area in question and shall be authority for the deployment and use of any forces to which the plans apply and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available pursuant to this part 21 or any other provision of law relating to disaster emergencies.

6. During the continuance of any state of disaster emergency, the governor is commander-in-chief of the organized and unorganized militia and of all other forces available for emergency duty. To the greatest extent practicable, the governor shall delegate or assign command authority by prior arrangement embodied in appropriate executive orders or regulations, but nothing in this section restricts the governor's authority to do so by orders issued at the time of the disaster or emergency.
7. In addition to any other powers conferred upon the governor by law, the governor may:
  - (b) Suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business or the orders, rules, or regulations of any state agency, if strict compliance with the provisions of any statute, order, rule, or regulation would in any way prevent, hinder, or delay necessary action in coping with the emergency;
  - (c) Utilize all available resources of the state government and of each political subdivision of the state as reasonably necessary action in coping with the emergency;
  - (d) Transfer the direction, personnel, or functions of state departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
  - (e) Subject to any applicable requirements for compensation under section 24-32-2111, commandeer or utilize any private property if the governor finds this necessary to cope with the disaster emergency;
  - (f) Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the state if the governor deems this action necessary for the preservation of life or other disaster mitigation, response, or recovery;
  - (g) Prescribe routes, modes or transportation, and destinations in connection with evacuation;
  - (h) Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein;
  - (i) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles; and
  - (j) Make provision for the availability and use of temporary emergency housing.
8. (a) There is hereby created a governor's expert emergency epidemic response committee. The duties of the committee shall be to develop by July 1, 2001, a new supplement to the state disaster plan that is concerned with the public health response to acts of bio-terrorism, pandemic influenza, and epidemics caused by novel and highly fatal infectious agents and to provide expert public health advice to the governor in the event of an emergency epidemic. The committee shall meet at least annually to review and amend the supplement as necessary. The committee shall provide information to and fully cooperate with the council.
  - (b) (I) State members of the committee shall include the following:
    - (I) The executive director of the department of public health and environment;
    - (II) The chief medical officer of the department of public health and environment;
    - (III) The chief public information officer of the department of public health and environment;
    - (IV) The emergency response coordinator for the department of public health and environment;
    - (V) The state epidemiologist for the department of public health and environment;
    - (VI) The attorney general or the designee of the attorney general;
    - (VII) The president of the board of health or the president's designee;
    - (VIII) The president of the state medical society or the president's designee;
    - (IX) The president of the Colorado health and hospital association or the president's designee;
    - (X) The state veterinarian of the department of agriculture; and
    - (XI) The director of the office of emergency management.
  - (II) In addition to the state members of the committee, the governor shall appoint to the committee an individual from each of the following categories:
    - (A) A licensed physician who specializes in infectious diseases;

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- (B) A licensed physician who specializes in emergency medicine;
- (C) A medical examiner;
- (D) A specialist in posttraumatic stress management;
- (E) A director of a local public health department;
- (F) A hospital infection control practitioner;
- (G) A wildlife disease specialist with the division of wildlife, and
- (H) A pharmacist member of the state board of pharmacy.

(III) The executive director of the department of public health and environment shall serve as the chair of the committee. A majority of the membership of the committee, not including vacant positions, shall constitute a quorum.

(IV) The executive director of the department of public safety or the executive director's designee shall serve as an ex officio member of the committee and shall not be able to vote on decisions of the committee. The executive director shall serve as a liaison between the committee, the council, and the Colorado emergency planning commission in the event of an emergency epidemic.

(c) The committee shall include in the supplement to the state disaster plan a proposal for the prioritization, allocation, storage, protection, and distribution of antibiotic medicines, antiviral medicines, antidotes, and vaccines that may be needed and in short supply in the event of an emergency epidemic.

(d) The committee shall convene at the call of the governor or the executive director of the department of public health and environment to consider evidence presented by the department's chief medical officer or state epidemiologist that there is an occurrence or imminent threat of an emergency epidemic, the executive director of the department of public health and environment shall advise the governor to declare a disaster emergency.

(e) In the event of an emergency epidemic that has been declared a disaster emergency, the committee shall convene as rapidly and as often as necessary to advise the governor, who shall act by executive order, regarding reasonable and appropriate measures to reduce or prevent spread of the disease, agent, or toxin and to protect the public health. Such measures may include, but are not limited to:

- (I) Procuring or taking supplies of medicines and vaccines;
- (II) Ordering physicians and hospitals to transfer or cease admission of patients or perform medical examinations of persons;
- (III) Isolating or quarantining persons or property;
- (IV) Determine whether to seize, destroy, or decontaminate property or objects that may threaten the public health;
- (V) Determining how to safely dispose of corpses and infectious waste;
- (VI) Assessing the adequacy and potential contamination of food and water supplies;
- (VII) Providing mental health support to affected persons; and
- (VIII) Informing the citizens of the state how to protect themselves, what actions are being taken to control the epidemic, and when the epidemic is over.

### **24-32-2105 – Office of Emergency Management**

- (1) (a) There is hereby created a division of local government the office of emergency management, referred to in the part 21 as the "Office". Pursuant to section 13 of article XII of the state constitution, the executive director shall appoint a director, referred to in this part 21 as the "director", as the head of the office.  
(b) The office of emergency management and the office of the director shall exercise their powers and perform their duties and functions under the department of local affairs and the executive director as transferred to the department by a type 2 transfer, as such transfer is defined in the "Administrative Organization Act of 1968", article 1 or this title.
- (2) The division shall prepare and maintain a state disaster plan that complies with all applicable federal and state regulations and shall keep such plan current.

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- (3) The office shall take part in the development and revision of local and inter-jurisdictional disaster plans prepared under section 24-32-2107. To this end the office shall employ or otherwise secure the services of professional and technical personnel capable of providing expert assistance to political subdivisions, their disaster agencies, and inter-jurisdictional planning and disaster agencies. Such personnel shall consult with political subdivisions and disaster agencies and shall make field examinations.
- (4) In preparing and revising the state disaster plan, the office may seek the advice and assistance of local government, business, labor, industry, agriculture, civic and volunteer organizations, and community leaders.
- (5) The state disaster plan or any part thereof may be incorporated in regulations of the office or executive orders which have the force and effect of law.
- (6) The office may do all things necessary for the implementation of this part 21, including but not limited to:
  - (a) Hiring personnel;
  - (b) Contracting with federal, state, local, and private entities;
  - (c) Accepting and expending federal funds.

### **24-32-2106 – Financing.**

- (1) It is the intent of the general assembly and declared to be the policy of the state that funds to meet disaster emergencies shall always be available.
- (2) (a) A disaster emergency fund is hereby established which shall receive moneys appropriated thereto by the general assembly. Moneys in the disaster emergency fund shall remain therein until expended.  
  
(b) Any moneys remaining in the disaster emergency fund, as such fund existed prior to March 12, 1992, shall be transferred on March 12, 1992, to the disaster emergency fund created by paragraph (a) of this subsection (2).
- (3) The council shall review in detail each expenditure of disaster emergency moneys.
- (4) It is the legislative intent that first recourse be to funds regularly appropriated to state and local agencies. If the governor finds that the demands placed upon these funds in coping with a particular disaster are unreasonably great, the governor may, with the concurrence of the council, make funds available from the disaster emergency fund. If moneys available from the fund are insufficient, the governor, with concurrence from the council, may transfer and expend moneys appropriated for other purposes.
- (5) The director is authorized to establish, pursuant to article 4 of this title, the rules and regulations that will govern the reimbursement of funds to state agencies and political subdivisions and to promulgate such regulations.
- (6) Nothing in this section shall be construed to limit the governor's authority to apply for, administer, and expend grants, gifts, or payments in aid of disaster prevention, preparedness, response and recovery.

### **24-32-2107 – Local and inter-jurisdictional disaster agencies and services**

- (1) Each political subdivision shall be within the jurisdiction of and served by the division and by a local or inter-jurisdictional agency responsible for disaster preparedness and coordination of response.
- (2) Each county shall maintain a disaster agency or participate in a local or inter-jurisdictional disaster agency, which, except as otherwise provided under this part 21, has jurisdiction over and serves the entire county.
- (3) The governor shall determine which municipal corporations need disaster agencies of their own and require that they be established and maintained. The governor shall make such determination on the basis of the municipality's disaster vulnerability and capability of response related to population size and concentration.

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The disaster agency of a county shall cooperate with the disaster agencies of municipalities situated within its borders but shall not have jurisdiction within a municipality having its own disaster agency. The office shall publish and keep current a list of municipalities required to have disaster agencies under this subsection (3).

- (4) The minimum composition of a disaster agency shall be a director or coordinator appointed and governed by the chief executive officer or governing body of the appointing jurisdiction. The director or coordinator shall be responsible for the planning and coordination of the local disaster services.
- (5) Any provision of this part 21 or other law to the contrary notwithstanding, the governor may require a political subdivision to establish and maintain a disaster agency jointly with one or more contiguous political subdivisions if the governor finds that the establishment and maintenance of an agency or participation therein is made necessary by circumstances or conditions that make it unusually difficult to provide disaster prevention, preparedness, response, or recovery services under other provisions of this part 21.
- (6) Each political subdivision which does not have a disaster agency and has not made arrangements to secure or participate in the services of an agency shall have an elected official designated as liaison officer to facilitate the cooperation and protection of that subdivision in the work of disaster prevention, preparedness, response and recovery.
- (7) The mayor, chairman of the board of county commissioners, or other principal executive officer of each political subdivision in the state shall notify the office of the manner in which the political subdivision is providing or securing disaster planning and emergency services, identify the person who heads the agency from which the services are obtained, and furnish additional information relating thereto as the division requires.
- (8) Each local and inter-jurisdictional disaster agency shall prepare and keep current a local or inter-jurisdictional disaster emergency plan for its area.
- (9) The local or inter-jurisdictional disaster agency, as the case may be, shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the emergency responsibilities of all local agencies and officials and of the disaster chain of command.
- (10) The Sheriff of each county shall:
  - (a) Be the official responsible for coordination of all search and rescue operations within the sheriff's jurisdiction;
  - (b) Make use of the search and rescue capability and resources available within the county and request assistance from the division only when and if the sheriff determines such additional assistance is required.
- (11) When authorized by the governor and executive director and approved by the director, expenses incurred in meeting contingencies and emergencies arising from search and rescue operations may be reimbursed from the disaster emergency fund.
- (12) Any person providing information to a local or inter-jurisdictional disaster agency may request, in writing, that such information be disseminated only to persons connected with or involved in the preparation, update, or implementation of any disaster emergency plan, and said information shall thereafter not be released to any person without the expressed written consent of the person providing the information.

### **24-32-2108 – Establishment of inter-jurisdictional disaster planning and service area.**

- (1) If the governor finds that two or more adjoining counties would be better served by an inter-jurisdictional arrangement than by maintaining separate disaster agencies and services, the governor may delineate by executive order an inter-jurisdictional area adequate to plan for, prevent, or respond to a disaster in that area and direct steps to be taken as necessary, including the creation of an inter-jurisdictional relationship, a joint disaster emergency plan, mutual aid, or an area organization for emergency planning and services.

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(2) A finding of the governor pursuant to subsection (1) of this section shall be based on one or more factors related to the difficulty of maintaining an efficient and effective disaster prevention, preparedness, response, and recovery system on a separate basis, such as:

- (a) Small or sparse population;
- (b) Limitations on public financial resources severe enough to make maintenance of a separate disaster agency and services unreasonably burdensome;
- (c) Unusual vulnerability to disaster as evidenced by a past history of disasters, topographical features, drainage characteristics, disaster potential, and presence of disaster-prone facilities or operations;
- (d) The interrelated character of the counties in a multi-county area; and
- (e) Other relevant conditions of circumstances.

(3) If the governor find that a vulnerable area lies only partly within this state and includes territory in another state or territory on a foreign jurisdiction and that it would be desirable to establish an interstate or international relationship or mutual aid or an area organization for disaster, the governor shall take steps to that end as desirable. If this action is taken with jurisdictions that have enacted the interstate civil defense and disaster compact, any resulting agreements may be considered supplemental agreements pursuant to article VI of such compact.

(4) If the other jurisdictions with which the governor proposes to cooperate pursuant to subsection (3) of this section have not enacted the interstate civil defense and disaster compact, the governor may negotiate special agreements with such jurisdictions. Any agreement, if sufficient authority for the making thereof does not otherwise exist, becomes effective only after its text has been communicated to the general assembly and if neither house of the general assembly has disapproved it before adjournment sine die of the next ensuing session competent to consider it or within thirty days of its submission, whichever is longer.

### **24-32-2109 – Local disaster emergencies.**

(1) A local disaster may be declared only by the principal executive officer of a political subdivision. It shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing board of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the division.

(2) The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and inter-jurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.

(3) No inter-jurisdictions disaster agency or official thereof may declare a local disaster emergency unless expressly authorized by the agreement pursuant to which the agency functions. An inter-jurisdictional disaster agency shall provide aid and services in accordance with the agreement pursuant to which it functions.

### **24-32-2110 – Disaster prevention.**

(1) In addition to disaster prevention measures as included in the state, local, and inter-jurisdictional disaster emergency plans, the governor shall consider steps that could be taken on a continuing basis to prevent or reduce the harmful consequences of disasters. At the governor's direction, and pursuant to any other authority and competence they have, state agencies, including but not limited to those charged with responsibilities in connection with floodplain management, stream encroachment and flow regulation, weather modification, fire prevention and control, air quality, public works, land use and land-use planning, and construction standards, shall make studies of matters related to disaster prevention. The governor and the executive director, from time to time, shall make recommendations to the general assembly, local governments, and such other appropriate public and private entities as may facilitate measures for prevention or reduction of the harmful consequences of disasters.

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(2) All state departments, in conjunction with the division, shall conduct studies and adopt measures to reduce the impact of, and actions contributory to, a disaster. The studies shall concentrate on means of reducing or avoiding the dangers caused by such occurrences or the consequences thereof.

(3) If the division believes on the basis of the studies or other competent evidence that an area is susceptible to a disaster of catastrophic proportions without adequate warning, that existing building standards and land-use controls in that area are inadequate and could add substantially to the magnitude of the disaster, and that changes in zoning regulations, or building requirements are essential in order to further the purposes of this section, it shall specify the essential changes to the executive director and to the governor. If the governor upon review of the recommendations finds after public hearing that the changes are essential, the governor shall so recommend to the agencies or local governments with jurisdictions over the area and subject matter. If no action or insufficient action pursuant to the governor's recommendations is taken within the time specified by the governor, the governors shall so inform the general assembly and request legislative action appropriate to mitigate the impact of disaster.

(4) The governor, at the same time that the governor makes recommendations pursuant to subsection (3) of this section, may suspend the standard or control which the governor finds to be inadequate to protect the public safety and by regulation place a new standard or control in effect. The new standard or control shall remain in effect until rejected by joint resolution of both houses of the general assembly or amended by the governor. During the time it is in effect, the standard or control contained in the governor's regulation shall be administered and given full effect by all relevant regulatory agencies of the state and local governments to which it applies. The governor's action is subject to judicial review but shall not be subject to temporary stay pending litigation.

### **24-32-2111 – Compensation – liability when combating grasshopper infestation.**

(1) Each person within this state shall conduct himself or herself and keep and manage such person's affairs and property in ways that will reasonably assist and will not unreasonably detract from the ability of the state and the public successfully to meet disasters or emergencies. This obligation includes appropriate personal service and use of restriction on the use of property in time of disaster emergency. This part 21 neither increases nor decreases these obligations but recognizes their existence under the constitution and statutes of this state and the common law. Compensation for services or for the taking or use of property shall be only to the extent that the obligations recognized in this subsection (1) are exceeded in a particular case and then only to the extent that the claimant has not volunteered such claimant's services or property without compensation.

(2) No personal services may be compensated by the state or any subdivision or agency thereof, except pursuant to statute or local law or ordinance.

(3) Compensation for property shall be made only if the property was commandeered or otherwise used in coping with a disaster emergency and its use or destruction was ordered by the governor or a member of the disaster emergency forces of this state.

(4) The amount of compensation shall be calculated in the same manner as compensation due for taking of property pursuant to eminent domain procedures, as provided in articles 1 to 7 of title 38, C.R.S.

(5) Nothing in this section applies to or authorizes compensation for the destruction or damaging of standing timber or other property in order to provide a firebreak or applies to the release of waters or the breach of impoundments in order to reduce pressure or other danger from actual or threatened flood.

(6) The state and its agencies and political subdivisions and the officers and employees of the state and its agencies and political subdivisions shall not be liable for any claim based upon the exercise or performance or the failure to exercise or perform an act relating to the combating of grasshopper infestation of this state except for negligence or willful disregard of the rights of others, and then only to the extent of one hundred thousand dollars for any injury to or damage suffered by one person and the sum of three hundred thousand dollars for any injury to or damage suffered by two or more persons in any single occurrence; except that, in such latter instance, no person may recover in excess of one hundred thousand dollars. This subsection (6) is the total extent of liability of the state and its agencies and political subdivisions and the officers and employees of the state and its agencies and political

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subdivisions with regard to the combating of grasshopper infestation of the state and abrogates and common-law cause of action thereto. Except to the extent of insurance coverage, no person acting as a contractor with the state or any of its political subdivisions, or any officer or employee of such contractor, shall be liable on any claim alleging strict liability on contract or tort for actions taken relating to combating grasshopper infestation of the state under this part 21 or under House Bill No. 1001, enacted at the second extraordinary session of the fifty-first general assembly.

### **24-32-2111.5 – Governor’s expert emergency epidemic response committee – compensation – liability.**

(1) Neither the state nor the members of the expert emergency epidemic response committee designated or appointed pursuant to section 24-32-2104 (8) shall be liable for any claim based upon the committee’s advice to the governor or the alleged negligent exercise or performance of, or failure to exercise or perform an act relating to an emergency epidemic. Liability against a member of the committee may be found only for wanton or willful misconduct or willful disregard of the best interests of protecting and maintaining the public health. Damages awarded on the basis of such liability shall not exceed one hundred thousand dollars for an injury to or damage suffered by three or more persons in the course of an emergency epidemic.

(2) The conduct and management of the affairs and property of each hospital, physician, health insurer or managed health care organization, health care provider, public health worker, or emergency medical service provider shall be such that they will reasonably assist and not unreasonably detract from the ability of the state and the public to successfully control emergency epidemics that are declared a disaster emergency. Such persons and entities that in good faith comply completely with board of health rules regarding the emergency epidemic and with executive orders regarding the disaster emergency shall be immune from civil or criminal liability for any action taken to comply with the executive order or rule.

(3) No personal services may be compensated by the state or any subdivision or agency of the state, except pursuant to statute or local law or ordinance.

(4) Compensation for property shall be made only if the property was commandeered or otherwise used in coping with an emergency epidemic that is declared by the governor or a member of the disaster emergency forces of this state.

(5) The amount of compensation shall be calculated in the same manner as compensation due for taking of property pursuant to eminent domain procedures, as provided in articles 1 to 7 of title 38, C.R.S.

### **24-32-2112 – Telecommunications**

The state telecommunications director, working in coordination with the office, shall ascertain what means exist for rapid and efficient telecommunications in times of disaster emergencies. Operational characteristics of the available systems of telecommunications shall be evaluated by the office, and recommendations for modifications shall be made to the state telecommunications director. It is the intent of this section that adequate means of telecommunications be available for use during disaster emergencies.

### **24-32-2113 – Mutual Aid.**

(1) Political subdivisions not participating in inter-jurisdictional arrangements pursuant to this part 21 nevertheless shall be encouraged and assisted by the office to conclude suitable arrangements for furnishing mutual aid in coping with disasters. The arrangements shall include provision of aid by persons and units in public employ.

(2) In passing upon local disaster plans, the governor shall consider whether such plans contain adequate provisions for the rendering and receipt of mutual aid.

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(3) It is a sufficient reason for the governor to require an inter-jurisdictional agreement or arrangement pursuant to section 24-32-2108 that the area involved and political subdivisions therein have available equipment, supplies, and forces necessary to provide mutual aid on a regional basis and that the political subdivisions have not already made adequate provision for mutual aid; except that, in requiring the making of an inter-jurisdictional arrangement to accomplish the purpose of this section, the governor need not require establishment and maintenance of an inter-jurisdictional agency or arrangement for any other disaster purposes.

### **24-32-2114 – Weather Modification.**

The office shall keep continuously apprised of weather conditions, which present danger of precipitation or other climatic activity severe enough to constitute a disaster. If the office determines that precipitation that may result from weather modification operations, either by itself or in conjunction with other precipitation or climatic conditions or activity, would create or contribute to the severity of a disaster, it shall recommend to the executive director of the department of natural resources, empowered to issue permits for weather modification operations under article 20 of title 36, C.R.S., to warn those organizations or agencies engaged in weather modification to suspend their operations until the danger has passed or recommend that said executive director modify the terms of any permit as may be necessary.

### **24-32-2115 – Merit System.**

On and after January 1, 2000, in accordance with section 13 (4) of article XII of the state constitution, the state personnel board may provide personnel services pursuant to contract to civil defense employees of the political subdivisions of the state, except where such employees are covered by another federally approved merit system.



**PART TWO – APPENDICES / ANNEXES**

**Appendix D**

**Terms of Reference and Definitions**

**A. Terms of Reference:**

ACS	Adventist Community Services
ANG	Air National Guard
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ARNG	Army National Guard
BLM	Bureau of Land Management
BOCC	Board of County Commissioners
CAC	Colorado Administrative Code
CAP	Civil Air Patrol
CBO	Community-Based (Volunteer) Organization
CCIC	Colorado Crime Information Center
CD	Civil Defense
CDEM	Colorado Division of Emergency Management
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health and Environment
CFR	Code of Federal Regulations
CGC	Colorado Government Code
CISM	Critical Incident Stress Management
CIT	Crisis Intervention Team
CLEER	Colorado Law Enforcement Emergency Radio
CPG	Civil Preparedness Guide
CSP	Colorado State Patrol
CSRB	Colorado Search and Rescue Board
CTI	Colorado Training Institute
DC	Donations Coordinator
DD	Disaster District
DDC	Disaster District Committee
DEM	Division of Emergency Management
DFO	Disaster Field Office
DERA	Designated Emergency Response Authority
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Services Team
DOE	Department of Energy
DOO	Donations Operations Office
DPS	Department of Public Safety
DRC	Disaster Recovery Center
DSG	Donations Steering Group
DSO	Disaster Summary Outline
DSR	Disaster Survey Report
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMD	Emergency Medical Dispatching
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOM	End of Message
EPI	Emergency Public Information
FAOC	FEMA Alternate Operations Center

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FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FD	Fire Department
FPD	Fire Protection District
FEMA	Federal Emergency Management Agency
FNARS	FEMA National Radio System
FOC	FEMA Operations Center
GIS	Geographical Information Systems
HazMat	Hazardous Materials
IA	Individual Assistance
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
LEOP	Local Emergency Operations Plan
LRSDC	Laboratory and Radiation Services Division of Colorado
LWP	Local Warning System
MAC	Multi-Agency Coordination Group
MCI	Mass Casualty Incident
MII	Multiple Injury Incident
MUP	Multiple Utility District
NAWAS	National Warning System
NDMS	National Disaster Medical System
NOAA	National Oceanic and Atmospheric Administration
NORAD	North American Aerospace Defense Command
NUDET	Nuclear Detonation
NWS	National Weather Service
OSHA	Occupational Health and Safety Administration
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PSA	Public Service Announcement
PUC	Public Utility Commission
PW	Project Worksheet
RACES	Radio Amateur Civil Emergency Service
RADEF	Radiological Defense
RLO	Regional Liaison Officer (DEM)
RMT	Required Monthly Test
RO	Radiological Officer
RRC	Railroad Commission
RSA	Resource Staging Area
SAR	Search and Rescue
SBA	Small Business Administration
SO	Sheriff's Office
SOGs	Standard Operating Guidelines
SOPs	Standard Operating Procedures
TSA	The Salvation Army
TV	Television
UNC	UnMet Needs Committee
USDA	United States Department of Agriculture
USFS	United States Forest Service
VOAD	Volunteer Organization Active in Disaster
VOLAG	Voluntary Agency (charitable organization that meets the provisions of IRS Code 501(c)(3))
VFD	Volunteer Fire Department
WMD	Weapons of Mass Destruction

## B. Definitions

**Anti-terrorism Activities** – Use of defensive methods, including intelligence collection, investigation, passive protection of facilities, implementation of physical and personnel security programs, and emergency planning, to combat terrorism.

**Colorado Search and Rescue Board** – The organization that coordinates the provision of assistance to local governments during search and rescue missions.

**Consequence Management** – Measures taken to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. Emergency Management agencies normally have the lead role in consequence management.

**Continuity of Government** – All measures that may be taken to assure the continuity of essential functions of governments in the event of a terrorist attack or large-scale incident.

**Counter-Terrorist Activities** – Use of offensive measures to combat terrorism, such as the use of law enforcement and military resources to neutralize terrorist operations.

**Crisis Management** – Measures taken to define the threat and identify terrorists, prevent terrorist acts, resolve terrorist incidents, investigate such incidents, and apprehend those responsible. Law enforcement agencies will normally take the lead role in crisis management.

**Damage Assessment** – The appraisal or determination of the actual effects resulting from man-made or natural disaster.

**Disaster** – A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its organized resources. Characteristics include:

1. Involves a large area, a sizeable population, and/or important facilities
2. May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
3. Requires community-wide warning and public instructions.
4. Requires a response by all local response agencies operating under one or more incident commanders.
5. Requires significant external assistance from other local response agencies, contractors and extensive state and federal assistance.
6. The EOC will be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.

**Disaster Medical Assistance Team** – A team of volunteer medical professionals and support personnel equipped with deployable equipment and supplies that can move quickly into a disaster area and provide medical care.

**Disaster Mortuary Services Team** - A team of mortuary service and medical personnel that provide mortuary and victim identification services following major or catastrophic disasters.

**Donations** – Refers to the following:

1. Cash: currency, checks, money orders, securities, etc.
2. Goods: food, water, clothing, equipment, toys, furniture, pharmaceuticals, bedding, cleaning supplies, etc.
3. Volunteers and Services

**Electric Cooperatives** – Member-owned non-profit electric utilities

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**Emergency** – An emergency is a situation larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

1. Involves a large area, significant population, or important facilities
2. May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations
3. May require community-wide warning and public instructions
4. Requires a sizeable multi-agency response operating under an incident commander.
5. May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
6. The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident.

**Emergency Broadcast System** – Consists of broadcast stations and interconnecting facilities, which have been authorized by the Federal Communications Commission to operate in a controlled manner during a disaster or a large-scale event. It is provided by the Emergency Broadcast System Plan.

**Emergency Operations Center** – Specially equipped facilities from which government officials exercise direction and control to coordinate necessary resources in an emergency situation.

**Emergency Public Information** – Information that is disseminated to the public via the news media before, during, and/or after an emergency or disaster.

**Emergency Situation** – As used in this plan, this term is intended to describe a range of situations, from an incident to a major disaster.

**Erosion** – The process of the gradual wearing away of landmasses.

**Executive Order** – A rule or order having the force of law, issued by an executive authority of a government.

**Federal Emergency Management Agency** – The federal agency responsible for the federal government's portion of the comprehensive emergency management program.

**Flood Plain** – A plain along a river or coastal area, formed from soil deposited by floods.

**Hazard Analysis** – Appendix 1 identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property.

**Hazardous Materials (HazMat)** – A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and reactivity, has the capability for inflicting harm during an accidental occurrence. Is toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when improperly managed. Includes toxic substances, certain infectious agents, radiological materials, and other related materials such as oil, used oil, petroleum products, and industrial solid waste substances.

**Incident** – An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

1. A limited area and/or population
2. Evacuation or in-place sheltering is typically limited to the immediate area of the incident
3. Warning and public instructions are provided in the immediate area, not community-wide.
4. One or two local response agencies or departments acting under an incident commander. Requests for support are normally handled through agency and/or departmental channels.
5. May require limited external assistance from other local response agencies or contractors.

**Incident Command System** – A standardized method of managing emergency incidents based on a common organizational structure, common terminology, common operating procedures and known qualifications of agency operating personnel; used on-scene or to coordinate two or more on-scene operations.

**Individual Assistance** – Financial or housing assistance provided to citizens or businesses that suffer losses in a disaster. The housing assistance is only for citizens.

**Inter-governmental Agreements** – Arrangements between governments or political subdivision for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction are insufficient or inappropriate for the tasks that must be performed to control the situation.

**Mass-Casualty Incident** – A mass-casualty incident is any event that bigger than what can be handled by the routine agreements and day-to-day procedures that exist. It is not defined by a certain number of victims or types of incidents because every situation is different with regards to staffing and resources.

**Mitigate** – To lessen in force or intensity.

**Multi-Agency Coordination** – A generalized term which describes the functions and activities of representatives of involved agencies and/or jurisdictions who come together to make decisions regarding the prioritizing of incidents, and the sharing and use of critical resources. The MAC organization is not part of the on-scene ICS and is not involved in developing incident strategy or tactics.

**Mutual Aid Agreement** – Arrangements between entities (e.g. local government and fire district or between two fire districts), either public or private, to provide services across boundaries in the event of an emergency. The conditions of the agreement can be to provide reciprocal services or direct payment for services.

**National Disaster Medical System** – A nationwide mutual aid network consisting of federal agencies, businesses, and other organizations that coordinates disaster medical response, patient evacuation, and definitive medical care. At the federal level, it is a partnership between Department of Health and Human Services, the Department of Defense, the Department of Veteran’s Affairs, and FEMA. Non-federal participants include major pharmaceutical companies and hospital suppliers, the National Foundation for Mortuary Care, and certain international disaster response and health organizations.

**Preparedness** – Those activities, programs and systems that exist prior to an emergency that are used to support and enhance response to an emergency or disaster.

**Primary and Secondary Agents** – The individual who will be representing the jurisdiction in the grant process.

**Project Worksheet** – A FEMA document that lists the specifications of an approved PA project.

**Public Assistance** – Financial assistance to repair facilities and infrastructure provided to governments, public institutions, and certain private non-profit agencies that provide essential services of a governmental nature.

**Public Health Coordinator** – Acts as a liaison between the Incident Commander(s) and the Emergency Operations Center. The Public Health Nurse or a designee shall serve as a member of the EOC staff. This individual will coordinate resource requests from the Incident Commander(s) for medical needs of pre-hospital, hospital and public health. This is not a command position.

**Special Facilities** – Facilities that require unique attention because they house or serve populations that cannot take care of themselves during emergency situations and/or require unique support services. Such facilities include:

1. School and daycare centers, where students require supervision to ensure their safety.
2. Hospitals, assisted living and nursing homes, where patients need specialized health care personnel and equipment to maintain their health.
3. Correctional facilities, where offenders require security to keep them in custody.

**Special Needs Individuals or Groups** – Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need specially trained health care providers to care for them, special facilities equipped to meet their needs, and require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

**Stafford Act** – The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

**Standard Operation Guidelines / Procedures** – Approved methods for accomplishing a task or set of tasks. SOGs or SOPs are typically prepared at the department or agency level.

**Technical Operations** – Actions to identify, assess, dismantle, transfer, or dispose of WMD or decontaminate persons and property exposed to the effects of WMD.

**Terrorist Incident** – A violent act, or an act dangerous to human life, in violation of criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

**Weapons of Mass Destruction** – WMD include:

1. Explosive, incendiary, or poison gas bombs, grenades, rockets, or mines
2. Poison Gas
3. Any weapon involving a disease organism
4. Any weapon that is designated to release radiation or radioactivity at a level dangerous to human life.

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8. Guide for Flood and Flash Flood Preparedness Planning, NOAA 1977.
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