

LAS ANIMAS COUNTY

BASIC

EMERGENCY OPERATIONS PLAN



March 01, 2023 Revised

This document provides basic operations principles which may be adapted and applied to any large incident. When utilized it allows for the leveraging of the resources and talents of the citizens and responders of Las Animas County to create a capable and resilient community.

3.4	Animals In Disaster	39
3.5	Service Animals in Shelters	39
3.6	Sheltering Pets	40
3.7	Sheltering Large Animals	40
3.8	Elections	40
3.9	Resiliency, Assistance and The Disaster Assistance Center (DAC)	40
3.10	Code of The West	41
3.11	Volunteer Agencies & NGOs	42
3.12	Volunteer Application	42
Section 4	Recovery	43
4.1	Short Term Recovery	43
4.2	Recovery Operations Center	43
4.3	Recovery Transition Team	43
4.4	Recovery Timeline	44
Section 5	Leadership And Responsibilities	44
5.1	Leadership	44
5.2	Training & Exercise Planning	45
5.3	EOC General Staff	46
5.3.1	The Emergency Manager	46
5.3.2	The EOC Manager	46
5.3.3	The Finance Section	47
5.3.4	The Logistics Section	47
5.3.5	The Operations Section	48
5.3.6	The Planning Section	48
5.3.7	PIO / JIC	49
5.3.8	Situation Unit	49
5.3.9	The Expediter	49
5.4	Emergency Support Functions (ESFs)	50
5.5	General Responsibilities	58
5.6	Department Specific Roles	59
5.6.1	Las Animas County Administrator	59
5.6.2	Assessor's Office	60
5.6.3	Las Animas County Attorney	60
5.6.4	Board of County Commissioners (BOCC)	60
5.6.5	Clerk & Recorder	61
5.6.6	Coroner	61
5.6.7	Dispatch Center	62
5.6.8	Finance Department	63
5.6.9	GIS	64
5.6.10	Human Resources	64
5.6.11	Human Services	65
5.6.12	IT	66
5.6.13	Land Use / Planning	66
5.6.14	Office of Emergency Management (OEM)	67
5.6.15	Public Information Officer (PIO)	68
5.6.16	Recovery Manager	69
5.6.17	Public Works / Road & Bridge	69

5.6.18	Sherriff's Office	69
5.6.19	Treasurer	70
5.6.20	Wildfire Mitigation Program	71
5.7	Regional Governments	71
5.7.1	Council of Governments (COG)	72
5.7.2	CSU Extension Office	72
5.7.3	CSU Forest Service	73
5.7.4	Las Animas / Las Animas Public Health	73
5.8	Private Sector Partners	73
5.9	Volunteers Organization Active In Disaster (VOADs) & NGOs	73
5.10	State of Colorado & Federal Agencies	74
5.11	EOC Operations Diagrams	75
<hr/>		
<hr/>		
<hr/>		
<hr/>		
<hr/>		
References		76
Glossary, Acronyms, and Terms		77
Appendices		87
	Record of Changes	87
	Distribution for Las Animas County	88
	Disaster / Emergency Declaration Template	89
	Delegation of Authority Templates	90
	Sample Emergency Order	93
<hr/>		
Annexes (Plans, Policies and Procedures)		94

ABOUT THIS 2021 LAS ANIMAS COUNTY EOP

Historically our society was less complex than it is today. The speed of our social and economic interactions is getting faster. Systems are even more complex. We are becoming more interconnected than ever before. Society has moved from being something complicated, to being complex. Complicated systems are governed by a definable set of rules or procedures. Once mapped plans could be formulated and, when followed, these plans resulted in replicable outcomes. In a complicated system, efficiency was tuned and outcomes were optimized and predictable. Complex systems, by contrast, present a much more challenging situation. Complexity involves a large and unknown number of inter-connecting factors, with varied interactions. This complexity means that outcomes are not predictable. Professionals who respond to today's larger disasters must be ready to adapt to an ever-changing incident. In the real world; the outcomes of events are often impossible to fully predict. Therefore, flexibility, adaptability and problem solving must be planned for.

The chain of events in a large-scale incident or disaster should be expected to get complex quickly; with one event leading to other cascading problems, which in turn, also have to be resolved. Events often play out in unforeseen and unpredicted ways. Responders must quickly adjust to the ever-changing series of events. This plan strives to create a flexible and adaptable response framework which encourages this adaptive problem-solving environment.

Emergency Management planning is an attempt to create a working model which is used to manage probable "bad day" events. The plan is our guidebook, instructing Las Animas County's responses to a disaster. This EOP recognizes that future incidents will occur in the real-world, which does not fit a fixed model. All disasters begin and end with people. Therefore, this plan is purposefully designed around this more accurate, "complex" model of our world. In turn, the management systems we employ herein, are deliberately designed to be flexible and adaptable, emphasizing problem solving these "real-world" consequences of a future disaster.

Historically the "national modeling" for EOPs has been less than realistic. EOPs were designed, more like a factory production line, and events were seen as being predictable, planning for a Complicated System. Newer approaches to disaster management have changed. The complex world in which we live, keeps showing us that this old model just did not work - because it did not reflect reality. Our best response requires a new management paradigm, built around what is a truly Complex System. The response to one disaster may vary greatly from the response to another incident. Even the response to an incident of the same kind, may still differ from a previous similar incident.

Yet our situation is not dire, nor are the challenges we face beyond our ability to overcome them. Flexibility and adaptability are possible. Our strategy is to optimize centralized

information flow into the EOC. We will assemble our best problems solvers there; foster a collaborative response and adapt and overcome. In the EOC, we will become a team.

Recently this new national planning concept has begun to take hold, because it works. Many emergency management professionals have begun to realize that a top down "assembly-line" mode of thinking just doesn't work well to manage problems during a disaster. Around the county, EOPs are beginning to reflect this new understanding, that flexibility and adaptive problem solving in a collaborative environment are the best way forward.

In one sense, disaster management might be thought of as a never-ending relay race. We must each run our own race, yet always we are carrying the team baton forward. We must learn from the past events and simultaneously grow with the future. As a team we must strive together; be ready to achieve the most optimal outcome, using very limited resources, each time we are called upon to serve both the people of Las Animas County and our leaders, during the next "bad day."

SECTION 1

EMERGENCY OPERATIONS OVERVIEW

1.1 OUR MISSION:

The Las Animas County Office of Emergency Management's mission is to build partnerships with our Citizens and with our First Responders in order to: facilitate proactive disaster planning; deliver timely and efficient resource management; provide effective incident response operations and whole community centered recovery and mitigation activities pertaining to both natural disasters and man-made incidents and their impact upon on life, property and the environment.

1.2 EOP PRIORITIES:

This Emergency Operation Plan (EOP) informs all Emergency Operation in Las Animas County. The overarching priority for all incident operations shall be first and always be: the protection of life, secondarily the protection of key natural resources & critical infrastructure, and then the active protection of property. While efforts shall be made whenever possible to protect property, the understood first priority for Incident and EOC operations shall always be addressing life-safety concerns.

In a disaster or large-scale event, the Las Animas County Emergency Operations Center (EOC) shall endeavor to rapidly and efficiently coordinate and direct available resources and responders as needed to protect the public, the environment, infrastructure and property from the present threat.

Available resources are always limited. The EOC is the location where information is gathered and processed and from which working priorities are established. Problem solving is key during any large event, and it is always best if this problem-solving process occurs with all players working together and coordinating from within the EOC. All too often, agencies work alone in their individual "silos." This is inefficient. Isolation often leads to individuals and departments who try to "do things the right way." But if we fail to work in coordination, the results are wasted time, money and duplicated efforts. In a large, complex, or fast-moving incident, we must coordinate and work together to "do the right thing. This "Horizontal Integration" has historically proven to be the biggest point of failure during disaster operations. Forming a collaborative team in the EOC has consistently proven to yield optimal results. Sometimes it can get a little chaotic, but it works.

1.3 GOVERNING PRINCIPLES

This plan shall venture to provide a framework for Emergency Operations which is:

Comprehensive – take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.

Proactive – anticipating future disasters and leading to preventive and preparatory measures which build a disaster-resistant and disaster-resilient community.

Risk-driven – by using sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.

Integrated – to ensure unity of effort among all levels of government & all elements of our community.

Collaborative – leading to the creation and sustained use of broad and sincere relationships among individuals and organizations which encourage trust, advocate a team atmosphere, build consensus, and facilitate open and honest communication.

Coordinated – to synchronize the activities of all relevant stakeholders, to achieve a common purpose.

Flexible – using creative and innovative approaches to solve challenges which may arise.

Professional – valuing a scientific and knowledge-based approach based on education, training, experience, ethical practices, public stewardship and continuous improvements.

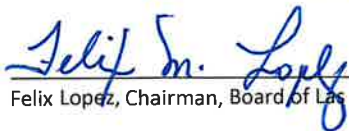
Resilient – understanding that the ability of any community as a whole to "bounce back" from a disaster starts with each person's (and each business') individual capacity to be resilient. This awareness leads to the essential truth that in order to produce successful efforts in emergency management, and in recovery, we must foster a bottom up, whole community approach.

1.4 APPROVAL ADOPTION & SUPERSESSION

This plan supersedes and replace the 2017 Las Animas County Emergency Operations Plan (EOP). This EOP applies to all Emergency Operations conducted in Las Animas County.

This plan was approved and adopted by the Las Animas County Board of Commissioners on:

This the 18 of April, ²⁰²³~~2022~~ By:



Felix Lopez, Chairman, Board of Las Animas County Commissioners



Luis Lopez II, Commissioner, Board of Las Animas County Commissioners



Tony Hass, Commissioner, Board of Las Animas County Commissioners

1.5 PURPOSE

The purpose of the Plan is to provide a consistent and familiar framework for Las Animas County Government and partner agencies, within a whole community framework, for use in the preparation for, response to and short-term recovery from, emergencies and disasters impacting Las Animas County.

This plan identifies the roles, responsibilities and actions required of elected officials, county departments, participating municipal entities, and affiliated agencies in preparing for, responding to, and recovering from emergencies and disasters impacting those that live, work or visit in Las Animas County.

The Las Animas County EOP is not meant to replace departmental or agency standard operating procedures. It is a guideline; purposefully designed to be scalable. It is adaptable for a range of incidents from smaller events, to large disasters which require multi-agency coordination.

This document is the "Base EOP." Other aspects of Emergency Operations are covered in annexes to this Base Plan. Refer to Section 2.4 for a graphical and textual representation of Las Animas County Emergency Management Operations.

1.6 SCOPE

The Las Animas County EOP is part of a larger system of inter-related plans currently in effect at the local, state and federal levels. These plans are all founded upon the [National Response Framework](#) (NRF), [National Disaster Recovery Framework](#) (NDRF) and the principles of the [National Incident Management System](#) (NIMS). The inter-related nature of these plans and of incident management is designed to allow maximum coordination and cooperation between responders at all levels of government.

The Las Animas County EOP uses the all-hazards approach of the [National Response Framework](#) (NRF), which addresses a full range of complex and constantly changing requirements in anticipation of, or in response to disasters or emergencies. The Las Animas County EOP does not specifically address continuity of operations, long-term recovery, or mitigation measures as these are covered in separate documents.

Las Animas County shall cooperate with the disaster agencies of both municipalities and towns situated within its borders. This plan is applicable to all of Las Animas County, but it does not replace or preempt those cities', towns' or municipalities' emergency operations or recovery plans.

Planning Environment

This Plan is necessary in order to provide a unified and coordinated effort to address disasters and large events which impact Las Animas County. It outlines how Las Animas County will manage resources in order to provide needed assistance during and after the incident.

This plan utilizes the regional Threat Hazard Identification and Risk Assessment (THIRA) in order to leverage the 32 core capabilities identified in the [National Preparedness Goal](#) for optimal Incident Response.

Capability Assessment Summary

Capabilities to respond to incidents are limited within Las Animas County. The capacity of and the number of First Responders available are not sufficient to handle a large incident. Outside assistance will be needed. Partnership with State and Federal agencies has and will continue to be leveraged.

Mitigation Overview

A significant and sustained effort has been underway to mitigate the impacts of both wildfires, and burn scar flooding and debris flow. These efforts have often leveraged public/private partnerships. These efforts have achieved a notable result with very limited resources. Deliberate actions should be maintained in order to continue with these valuable mitigation efforts.

1.7 WHOLE COMMUNITY APPROACH

Las Animas County Leaders will engage in a "Whole Community" approach to emergency management. This includes understanding and meeting the actual needs of the whole community; engaging and empowering all parts of the community; and strengthening existing capacities within agencies or communities, which are already functioning on a daily basis. The planning approach shall be to plan with the community, rather than for the community.

1.8 AUTHORITY

This EOP is aligned to be consistent with those requirements set forth in the State of Colorado Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended; entitled the Colorado Disaster Emergency Act.

This EOP is aligned with the [National Response Framework](#) (NRF) and [National Incident Management System](#) (NIMS).

The Board of County Commissioners has the authority to declare, continue or discontinue a disaster or emergency response in Las Animas County, to provide for any and all of the disaster and emergency powers permitted by the state, by local laws and resolutions, and activates all relevant portions of the EOP and supporting annexes. Nothing in this EOP or the supporting annexes shall abridge or curtail the authority of the Las Animas County Board of County Commissioners (BOCC).

Independently elected officials will endeavor to fully comply with the EOP as detailed, and to be consistent with their statutory and constitutional obligations of office.

This base EOP is adopted by the BOCC by resolution, which serves as the promulgation letter for this plan.

ACTS, STATUTES, RESOLUTIONS AND OTHER DOCUMENTS THAT GUIDE EMERGENCY MANAGEMENT INCLUDE:

Federal:

- Homeland Security Presidential Directive (HSPD)-5: Management of Domestic Incidents
- HSPD-8: National Preparedness
- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendment (Stafford Act)
- [National Response Framework](#) (NRF), 2013
- [National Disaster Recovery Framework](#), 2011 (NDRF)
- [National Incident Management System](#) (NIMS)
- Comprehensive Preparedness Guide (CPG) 101, 2.0, FEMA, 2010- Developing and Maintaining Emergency Operations plans
- Presidential Policy Directive / PPD-8, National Preparedness
- Homeland Security Presidential Directive 5 (HSPD 5), Management of Domestic Incidents
- Americans with Disabilities Act
- Post Katrina Reform Act
- National Planning Framework (NPF)
- Comprehensive Preparedness Guide 101 version 2 (CPG-101 v2)
- The Americans with Disabilities Act
- The Post Katrina Reform Act
- PETS Act 2006
- [Federal Plain Language Guidance](#)
- The Homeland Security Act and information Sharing Act 2002

State of Colorado:

- Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended; entitled the Colorado Disaster Emergency Act of 1992.C.R.S. Sec 24-33.5-707 (1-2) – Las Animas County Office of Emergency Management serves the entire county unless otherwise provided by statute; municipalities with emergency management personnel.
- Local governments are also empowered under C.R.S. § 24-33.5-709 to declare a "local disaster." Upon that declaration, the response and recovery aspects of any and all local and inter-jurisdictional disaster emergency plans are activated. C.R.S. § 24-33.5-709(2).
- Colorado State Emergency Operations Plan
- Article IV, Constitution of the State of Colorado; titled the Executive Department.

- Executive Order D 011 04, [National Incident Management System](#), June, 2009, October 17, 2017.

Las Animas County Disaster Policy:

The Las Animas County Board of County Commissioners (BOCC) Adopted the [Las Animas County Disaster Policy, on November 16, 2021](#). The Las Animas County Disaster Policy is incorporated into this EOP.

The Las Animas County Disaster Policy establishes, in advance of a disaster, powers to be implemented upon declaration of a local emergency or disaster by which staff of county division and departments can take extra ordinary action to reasonably assure safe and healthy response and post disaster recovery.

The Las Animas County Disaster Policy identifies methods by which the County may take cooperative action with other government entities to facilitate response and recovery.

The Las Animas County Disaster Policy, recognizes that the Board of County Commissioners is the Appointed Authority pursuant to the Colorado Disaster Emergency Act, and is responsible for the daily supervisory, administrative and budgetary authority for government action in the immediate aftermath of a disaster or emergency. This disaster policy established the following:

- The Las Animas County Disaster Policy creates, and defines, the Las Animas County Office of Emergency Management as the division of the Las Animas County Government which has primary responsibility for emergency and disaster management activities that eliminate or reduce hazardous events and for the preparation for, response to, and recovery from, significant emergency and disaster events that can and do occur
- In recognition of the risks that such disasters pose to life and property, the BOCC has created and empowered the Office of Emergency Management (OEM) and hired an Emergency Manager
- The Disaster Policy outlines specific actions to be taken when a local emergency or disaster declaration is issued for unincorporated areas of Las Animas County and in support of cities, towns and municipal areas.

This Disaster Policy authorizes, in advance of a disaster, the establishment and maintenance of:

- A response organization
- A recovery management organization
- A Plan to prepare for, direct, and coordinate orderly and expeditious post disaster response and recovery.

Las Animas County Disaster Policy's Delegation of Authority Provisions:

- The Appointed Authority (The BOCC) directs and authorizes the Emergency Manager under direction of the Board of County Commissioners to provide and coordinate emergency and disaster prevention, preparedness, response and recovery services within unincorporated Las Animas County.
- The Emergency Manager shall be responsible for planning and coordinating local emergency and disaster services, preparing and keeping a local disaster emergency plan (AKA the *Emergency Operations Plan or EOP and annexes*) and preparing and distributing to all appropriate officials a clear and complete written statement of the emergency responsibilities of all local agencies and officials and of the emergency and disaster response chain of command
- The Emergency Manager under direction of the Board of County Commissioners is authorized to act as the coordinating official with the Colorado Division of Homeland Security and Emergency Management (CO DHSEM), the Federal Emergency Management Agency (FEMA), and other state and federal departments involved in emergency response and recovery

The Las Animas County Multi-Hazard Mitigation Plan:

- Resolution 2017-020; On March 7, 2017, the BOCC adopted the [Las Animas County Multi- Jurisdictional Hazard Mitigation Plan](#) (MHMP). The MHMP provides guidance to and informs this Emergency Operation Plan.

Case Law:

Federal:

- The power of Government Officials to order evacuations; *Sligh v. Kirkwood*, 237 U.S. 52 (1915)
- That the Government's police power "is not subject to definite limitations, but is coextensive with the necessities of the case and the safeguards of the public interest. . . It embraces regulations designed to promote public convenience or the general prosperity or welfare, as well as those specifically intended to promote the public safety or the public health.") (Citations omitted); *Lucas v. South Carolina Coastal Council*, 505 U.S. 1003 (1992)
- The power to enact and enforce curfews; *Smith v. Avino*, 91 F.3d 105 (11th Cir 1996)
- The courts have "consistently held it is a proper exercise of police power to respond to emergency situations with temporary curfews that might curtail the movement of persons who otherwise would enjoy freedom from restriction. . . . In such circumstance,

governing authorities must be granted the proper deference and wide latitude necessary for dealing with the emergency.” 91 F.3d at 109; *Steel Co. v. Citizens for a Better Environment*, 523 U.S. 83 (1998)

- Authority to enforce measures protecting public health; the authority to require vaccinations; *Jacobson v. Massachusetts*, 197 U.S. 11, 26-27 (1905)
- Authority to act to protect the public during Hazmat Incidents; *Miller v. Campbell County*, 945 F.2d 348 (10th Cir. 1991)

State of Colorado:

- Protection of the common good justifies actions of government that range from disaster response for public safety to the regulation of commerce and other economic activity for the public welfare. - *Zeigler v. People*, 124 P.2d 593, 598 (Colo. 1942). The clearer and more dangerous the threat to the community, the more obvious is the government's legal power to act.
- Affirming the State legislature's authority to codify the state's police powers as needed to protect the public safety and welfare *Bland v. People*, 76 P. 359 (Colo. 1904)

The Las Animas County Sheriff's Office:

Under the Case law and Colorado Revised Statutes discussed above, broad authority has been given to law enforcement agencies to act in a disaster. This authority, and the corresponding “duty to act” are particularly clear and compelling for County Sheriffs. The Las Animas County Sheriff is therefore recognized by this plan as being the Chief Law enforcement Officer in Las Animas County.

1.9 PROMULGATION

See 1.4 Adoption above

1.10 PLANNING ASSUMPTIONS & CONSIDERATIONS

An emergency or disaster can occur at any time and in any location. It may create significant degrees of human suffering, property damage, or economic hardship to individuals, governments, the environment, and to the business community. During such an incident which occurs within the confines of Las Animas County, or which may be reasonably deemed to be an imminent threat to Las Animas County, the Las Animas County EOC will be activated as specified in this plan.

The premise of the [National Response Framework](#) (NRF), [National Disaster Recovery Framework](#) (NDRF), [National Incident Management System](#) (NIMS) and this Las Animas County EOP is that all levels of government share responsibility for working together in preparing for, responding to, and recovering from the effects of an emergency or disaster. Partnerships also may include non-profit organizations and the private sector.

Incidents are typically managed at the local government level. State and federal support may not arrive until after 24 hours or more.

When threatened by a disaster or other large-scale incident, Las Animas County citizens expect elected and appointed officials to take reasonable and prudent actions to help them resolve the problem. Citizens expect the government to marshal its resources, and to channel the efforts of the whole community, including voluntary organizations and the private sector and, if necessary, solicit assistance from outside the jurisdiction.

The greater the complexity, impact, and geographic scope of a disaster or emergency, the more multi-agency coordination, and outside assistance may be required.

Depending on various factors, including the scope and magnitude of the incident, Las Animas County may not be able to meet all of the responsibilities indicated in this plan. Local capacities are limited.

Participating agencies, County departments and other enterprises will respond to an incident to the extent of available resources. Once these resources have been exhausted, mutual aid may be requested. If these efforts are determined to be insufficient, requests may be made from the County to the region, to the State of Colorado and to the Federal government.

When requested, the State and Federal government may provide emergency assistance to Las Animas County in accordance with [NIMS](#), [NRF](#), [NDRF](#), the Stafford Act, or by any other relevant law.

The principles found in [NIMS](#) will be utilized in the implementation of this plan.

1.11 LAS ANIMAS COUNTY SITUATIONAL PROFILE:

Las Animas County lies in Southern Colorado and encompasses more than 4,773 square miles of land and 2.7 square miles of water, which total 4,775 square miles— which is the largest county by area in Colorado. Las Animas County offers a varied terrain with the highest elevation being 13,631 feet. The county seat is located in Trinidad. The mild climate varies widely from the eastern plains to the western mountains.

- 2019 estimated total Las Animas County population: 14,506
- Cities, Towns, and Municipalities:
 - Trinidad
 - Aguilar
 - Branson
 - Cokedale
 - Kim
 - Starkville

1.12 CONCEPT OF EMERGENCY MANAGEMENT

Emergency Management employs a comprehensive approach to all-hazards planning and focuses on a collaborative effort with a wide range of partners, known as a “whole community” approach. This shared responsibility blends a collection of disciplines that together seek to build a more robust response and a better prepared and disaster resilient community. To support this, Emergency Management typically performs a support and coordination role, versus a command-and-control model. There are five phases of emergency management: prevention, mitigation, preparedness, response, and recovery.

The Five Phases of Emergency Management:

Prevention focuses on preventing human hazards, primarily from potential natural disasters or terrorist (both physical and biological) attacks. Preventive measures are designed to provide more permanent protection from disasters; however, not all disasters can be prevented. Sometimes risks of loss of life or injury can be limited with good evacuation plans, environmental planning and resilient design standards.

Preparedness is a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action. After Action Reviews (AARs) are key to improving response capabilities. Training and exercises, which focus on readiness to respond to all-hazards incidents and emergencies are also crucial.

Response is a reaction to a catastrophic disaster or emergency. Response is comprised of the coordination and management of resources (including personnel, equipment and supplies) utilizing the [Incident Command System](#) in an all-hazards approach. Focus is on the immediate measures needed to protect life, property, and the environment. Incident Command activities focus on operational response to and management of the incident itself. EOC operational focus is at the higher, strategic level. The EOC is responsible for the management of the broader consequences and for resource fulfillment coordination.

Recovery is the long-term coordination of those activities that continue beyond the emergency period, to restore critical community functions and begin to manage stabilization efforts. The recovery phase begins immediately after the threat to human life has subsided and may last for several years.

Mitigation is a multitude of pro-active efforts to reduce loss of life and to minimize environmental and property damage. Mitigation focuses on measures taken to limit the extent of or impact from disasters before they occur. Structural mitigation actions address characteristics of the environment or infrastructure; examples include flood control projects, raising building elevations, and clearing and maintaining defensible space around structures. Non-structural mitigation might entail the adoption or updating of building codes.

1.13 RISK ANALYSIS

Our County is subject to a wide range of natural and human-caused hazards. This EOP is constructed to be flexible and to adapt to the many variables that ultimately shape our response and recovery efforts. Always keep in mind that hazards may vary over time.

All of these hazards present some degree of danger to our communities. Risk is the highly variable relationship between each hazard and the vulnerabilities they present. An action or event for an area of risk precipitates the advent of an incident, emergency or disaster. Through all-hazards planning, all of the capabilities needed to respond to and recover from disasters are considered.

Hazard identification and risk assessment are discussed in detail in the [Las Animas County Multi-Hazard Mitigation Plan, May 2017](#).

CDPHE has an extensive database which should be consistently utilized when planning for or responding to a disaster. These CDPHE maps have many useful categories to consider concerning communities with special needs considerations. Staff should become familiar with this tool, and learn to use it in connection with both Planning and Incident Operations. See: [Community Inclusion in Colorado: General Indicators](#)

Las Animas County has significant populations over the age of 65, children under 18 years, and those who have a disability. This data may change and this website should be used regularly when planning or conducting emergency operations.

It is very important to note that while the needs in a disaster are expected to be great, the capacity of Las Animas County to respond is VERY limited. Expectations that “the government” will be there to respond to every situation are not realistic. County officials should never promise response capabilities which do not exist nor which can be expected to arrive in short order. It is very important to always communicate openly and honestly about the presence of risks which could impact people who reside in or visit Las Animas County. In a disaster, help may be a long time in coming so it is essential that everyone prepare individually for a disaster, before it occurs.

1.14 TYPES OF THREATS -

There are 3 broad types of potential threats:

Natural Threats:

A natural hazard is an event that occurs naturally, negatively affecting people and/or the environment. While there are several natural hazards that occur and affect thousands of people each year throughout the United States, some are more likely to affect Las Animas County than others are. Some events while currently considered rare, if they did occur, they would none-the-less prove catastrophic. Some possible incidents include:

- Wildfire
- Flooding and/or Debris Flows
- Winter Storm
- Drought
- Earthquake
- Heat Wave/Extreme Heat
- Pandemic
- Tornado

Technological Threats

Technological threats and hazards are becoming more and more common-place due to the ever-increasing advances of technology and our increasing dependencies upon it. Technological events which are considered the most likely to occur are:

- Hazardous Materials Event
- Power Failure
- Transportation Accidents
- A Dam Breach

Intentional Human Acts

An Intentional Threat is an event which was caused by an act of deliberate human intent. Such incidents might include:

- Cyber Attack
- Riots or Insurrection
- Large Scale Criminal Acts
- Terrorism
- Acts of War

If we tried to list every possible threat, the list would get overwhelming. Nor is it necessary to do so; because many different types of incidents share similar consequences.

This plan will focus on the use of Lifelines. Responses for all types of incidents will be defined by their impact to 1 or more Lifelines. While each incident is unique, they have many common elements. By focusing on the restoration of Lifelines, the challenge for any disaster becomes much less daunting to undertake. (See Section 2.3, & The Community Lifelines Annex to this EOP for more about Lifelines).

When our local capacity to respond is overwhelmed, then outside assistance will be sought. In some of these threats, specific State or National Agencies are specifically designated to own, or at least assist the response efforts.

Nor are we alone while many of these incidents would be beyond Las Animas County's capacity to effectively respond to, other levels of government are often tasked by law to help.

1.15 EOP IMPLEMENTATION & MAINTENANCE

The Las Animas County Emergency Manager is responsible for facilitating regularly scheduled EOP updates and revisions and for developing a training and exercise program (TEP) to familiarize, train and incorporate stakeholders on the provisions of this plan.

All emergency plans developed and used by participating sub-jurisdictions, agencies, county departments and private partner enterprises should be designed to integrate quickly and efficiently with the Las Animas County EOP.

Plan revision will occur periodically as determined by the Las Animas County Emergency Manager or the Board of County Commissioners (BOCC). Major revisions will be approved and officially adopted by the BOCC. Other changes to the plan, normally consisting of additional annexes, or edits to existing annexes, will be kept on file with the Las Animas County Office of Emergency Management (OEM). These updates will be recorded in Appendix A – Record of Changes and distributed to each agency identified in the plan. Potentially, certain selected

annexes might contain sensitive material might be added which would be classified as FOUO (For Official Use Only) and only be distributed to selected officials.

Every agency listed in the roles and responsibilities section of this plan is expected to develop and maintain internal policies, procedures and plans needed to fulfill their roles and responsibilities as identified within the plan. Every agency should also maintain communications with the Emergency Manager; cross sharing emergency management policies, procedures and plans and revisions.

As part of the planning process, The Office of Emergency Management has solicited feedback from every agency identified in the plan. Individual planning sessions, regularly scheduled meetings with discipline specific organizations and EOC team trainings workshops, and exercises promote and enforce the operational concepts and responsibilities found in this plan.

1.16 SYMBOLS, & COLOR USAGE

For purposes of this plan as well as actual Incident Operations and GIS Mapping, Las Animas County shall utilize the NAPSG Foundation standard for [Incident Symbology Framework, Guideline, and Operational Implementation Guidance Version 3.0](#).

1.17 STANDARDIZED FORMS

Unless customized Las Animas County Specific forms have been developed for a specific function, Emergency Operations and EOC staff should use the standard FEMA Emergency Management Institute ICS Forms for all record keeping and planning activities, located here: [Fillable Forms](#) (Or see: <https://training.fema.gov/icsresource/icsforms.aspx>).

1.18 ADMINISTRATION & HR FUNCTIONS

The [Las Animas County Disaster Policy](#) defines the Las Animas County Policies concerning administrative matters during a disaster, this includes authority vested in the Las Animas County Administrator to reassign employees to work in the EOC or in other Emergency operations, as a condition of their employment. The [Las Animas County Disaster Policy](#) also addresses matters concerning Administration and pay.

The Las Animas County Disaster Policy is incorporated into this EOP.

1.19 PROCUREMENT POLICY

See: The Las Animas County Procurement Policy. The Las Animas County Procurement Policy is a separate plan and not incorporated into this plan; however, any purchase or expenditures made during Emergency Operations shall comply with this policy.

1.20 TIMESHEETS & ACTIVITY LOGS

During Emergency Operations, all time worked must be correctly accounted for by all employees. When working in the EOC, all staff must be sure to sign in and out each day.

All EOC and other Emergency Operations Staff should also complete paper copies of an ICS 214 Activity Log. These need to be collected and forwarded to finance. These forms will serve as a part of Las Animas County employees timesheets for work during Emergency Operations. Failure to submit ICS 214 for all work activities will result in the employee losing remuneration for hours worked.

The ICS form 214 can also be found here:

[https://training.fema.gov/emiweb/is/icsresource/assets/ics%20forms/ics%20form%20214,%20activity%20log%20\(v3\).pdf](https://training.fema.gov/emiweb/is/icsresource/assets/ics%20forms/ics%20form%20214,%20activity%20log%20(v3).pdf)

SECTION 2 CONCEPT OF OPERATIONS

2.1 General Operations Overview

Emergencies and disasters will be managed under this plan with assignments as set forth herein.

The Emergency Operations Center (EOC) should be activated and appropriately staffed to support field agencies and operations and will work to carry out additional functions that are needed to fulfill its role.

The EOC will function in accordance with this EOP, the EOC Operations Guide, and other established EOC operating procedures.

As needed, the Las Animas County Incident Management Team (IMT) may be activated. This team may be co-located with the EOC. When this occurs, the EOC will support the operations of the IMT.

Emergency operations should incorporate procedures for integrating resources from a variety of local and state entities, volunteer and private agencies and the federal government.

If the effects of a disaster or emergency require Las Animas County government to seek outside assistance, the assistance provided shall supplement, not replace, the operations of the Las Animas County offices or departments involved.

Las Animas County shall retain the responsibility for direction and control of its own operations, personnel, resources, and facilities when an emergency or disaster occurs.

The Office of Emergency Management shall engage in a "Whole Community" approach to emergency management. (See Section 1.7)

2.2 NIMS

The [National Incident Management System, 3rd Edition](#) (NIMS) is a comprehensive, nationwide systematic approach to incident management. [NIMS](#) consist of a core set of doctrine, concepts, principles, terminology and organizational processes for managing all-hazards incidents.

[NIMS](#) is applicable to all levels of stakeholders, including local government, non-governmental organizations, private sector and other agencies that play a role during disasters.

The use of [NIMS](#) is mandated by the U.S. Department of Homeland Security and the State of Colorado. Receipt of funding is tied the implementation and use of [NIMS](#). In Las Animas County, [NIMS](#) is the basis for all incident management and shall be utilized to manage both small and large scale incidents.

[NIMS](#) is a federal system, which requires local governments to have an updated Emergency Operations Plan that incorporates [NIMS](#) components, principles and policies.

2.3 Las Animas County Lifelines

Lifelines provide the [CONTEXT](#) for EOC Operations.

Lifelines are covered in more detail in an annex to this EOP.

FEMAs "[COMMUNITY LIFELINES IMPLEMENTATION TOOLKIT version 2.0](#)" shall provide general guidance to inform this EOP and the annex.

There are 7 lifelines. Restoring (or protecting) these 7 Lifelines is anticipated to be the primary focus of most Emergency Operation Center (EOC) activations.

As a practical matter, since the staffing of the EOC is organized around 16 Emergency Support Function desks (known as "ESFs"), common sense planning means that more than one ESF may be focused on any given single Lifeline. The reverse may also be true. It may be necessary for any given ESF desk to simultaneously focus their activities on more than 1 Lifeline.

Las Animas County ESFs are modeled after both the Federal and Colorado ESF frameworks. These 7 Lifelines are as well. This common planning framework, and its corresponding operational language is purposeful and designed to optimize both vertical and horizontal integration during an incident. This strategy is known as creating a "Common Operational Framework," and it allows for outside resources to deploy to our incident and to quickly and efficiently join efforts with our local ESF Teams.

The 7 Lifelines are listed below. Following each Lifeline are individual elements, known as components or subcomponents and which make up each Lifeline. These individual Lifeline subcomponents should be monitored during an incident, in order to determine the status of each Lifeline. This context allows EOC staff to quickly identify problems, and then to plan for additional resources, as needed.

The current operational status of each of the following subcomponents should be (as needed) monitored. This list of individual Lifeline subcomponents may not be complete. It should be understood to be an evolving list, likely to change or grow over time. While the 7 Lifelines are common to Federal, State and County Operations, the elements specific to each Lifeline may be unique to Las Animas County. Flexibility and adaptability are critical to success.

There are 7 Lifelines.

There are 7 Lifelines. Each has its own specific subcomponents. The status of these Lifelines also serve as triggers to EOC activation and operations.

The 7 Lifelines are listed below, along with their subcomponents:

1. Safety and Security

The individual subcomponents of Safety and Security are:

Community Safety

Fire Services

Government Services

Law Enforcement / Security

Search & Rescue

Officials will also monitor current specific safety and security threats, including:

- [Colorado Flood Threat Bulletin](#)
- [Regional Fire Threats](#), [RAWS ERC Percentiles](#), and many other wildland fire danger indicators
- [Avalanche Threats](#)

2. Food / Water / Shelter

The individual subcomponents of Food / Water / Shelter are:

Agriculture

Food Distribution Services

Water Distribution Services

Shelter

During an event, officials will monitor current needs and resources, including:

- Normal Food Distribution Services
- Normal Water Distribution Services
- Emergency Food Distribution
- Emergency Drinking Water Distribution
- Evacuations & Reentry

- Emergency Shelters

3. Health and Medical

Fatality Management

Medical Care

Medical Supply Chain

Patient Movement

Public Health

During any Public Health Event, Public Health officials will monitor current needs and resources of the Health and Medical Lifeline.

- The [Las Animas County Coroner](#) is the lead for incidents involving any fatalities
- The [Colorado Department of Public Health & Environment \(CDPHE\)](#) and/or...
- The [Las Animas – Las Animas Counties Public Health](#) will have the lead roles in medical responses
- [Mt. San Rafael Hospital](#) is its own lead agency, as are all other private medical providers located in Las Animas County; the EOC may provide support if and when requested, however the expense of such resources will normally be the responsibility of each facility
- The [South Region Health Care Coalition](#) may be utilized to assist with Medical Supply Chain needs, or with patient Movement as needed

4. Energy (Power & Fuel)

Fuel

Power

During an event, public officials working with Private Industry Partners will monitor current needs and resources, including:

- Fuel Distribution Services
- [San Isabel Electric Association Inc.](#) and their Electric Power Services
- Propane Distribution
- [Natural Gas Distribution Services](#)
- Possible deployment of emergency generators

5. Communications

911 & Dispatch

Alerts Warnings and Messages

Financial Services

Infrastructure

Responder Communications

6. Transportation

Aviation

Highway / Roadway

Maritime (not a concern in Las Animas County)

Mass Transit

(No mass transit exists in Las Animas County, however, in a disaster the County may request outside or private sector help with transportation of evacuees.)

Railway

During an Evacuation, Re-entry or other Transportation event, public officials working with Private Industry Partners will monitor current evacuations, resources, and cleanup activities including:

- Vulnerable populations, At Risk individuals, and those having CMIST needs may require special considerations. Little to no existing capacity currently exists at the County or local levels
- Inmates may require special planning considerations during an incident:
 - [Las Animas County Jail](#)
 - [Trinidad Correctional Facility](#)

Partner Agencies or Departments Include:

- [Colorado Department of transportation](#) (CDOT)
- [The US Department of Transportation](#) (US DOT)
- [Las Animas County Road and Bridge Department](#)
- Bridges
- Railways and Rail traffic (cargo only)
 - [Union Pacific](#)
 - [BNSF](#)

7. Hazardous Materials

Hazmat Facilities

HAZMAT, Pollutant, Contaminants

During a HAZMAT event, public officials working with Private Industry Partners will monitor current needs evacuations, resources, and cleanup activities including:

- Hazmat Releases Anywhere
- Pipelines
- Waste Water
- Debris Management

2.4 EMERGENCY OPERATION CENTER

Emergency Operations Center

Personnel assigned to the Las Animas County EOC are generally expected to have decision-making authority and to also have the necessary skills to coordinate their respective organization's response and recovery activities.

Personnel assigned to the EOC should have the ability to acquire and allocate resources associated with their area of expertise.

Designated EOC staff should be allowed the time to participate in EOC trainings and exercises, as appropriate.

During an incident, the EOC fulfills the role of initiating and coordinating local government resources ordering and deployment. The EOC also coordinates and controls the activities of private and volunteer organizations, in their delivery of emergency assistance to affected areas. The EOC provides governmental and affiliated officials with a centralized location to gather and analyze critical incident information; facilitate the decision-making process; and coordinate response and short-term recovery activities.

The Las Animas County Emergency Operations Center (EOC) provides multi-agency coordination through the following functions:

- **Resource support** – Actions to identify, acquire, prioritize, order and allocate needed and anticipated support resources
- **Developing and maintaining situational awareness** – Information from various sources must be displayed and shared with the appropriate audiences to promote increased understanding and awareness of the current situation
- **Emergency Support Function (ESF) coordination** – The EOC provides coordination and management for all ESF's activated in support of the incident
- **Management of information** – The EOC must have processes in place to collect, document, analyze, and distribute information
- **Policy coordination** – Policy directives of the BOCC are reflected within the EOC's operations

The Las Animas County EOC operates on the Emergency Support Function (ESF) model. This model is discussed in the [National Response Framework](#) 4th Edition, Oct 28, 2019. The ESF model divides responsibility into those functions most likely required during an emergency or disaster. Activation is based on need in a given incident. Agency representation in an ESF is predetermined based on the expertise required. Additional operational staff for the EOC also include: EOC Manager, Finance Director, Logistics Chief, Operations Chief, Planning Chief, Information, Situation Unit Leader, and Expediter. These will be discussed further below.

EOC activation

EOC activation may be requested by:

- The Emergency Manager
- The Board of County Commissioners
- Director of Department of Public Works
- Las Animas County Sheriff or designee
- Director of Local Public Health Department
- Other officials, such as:
 - Municipal / Utilities
 - Incident Commander / Unified Command
 - Local Fire / Police Chiefs, or designees

The EOC is generally responsible for coordination and control of all support outside of the Incident Command footprint, along with administrative and off-site functions. Resource requests will be coordinated through the EOC. All requests for activate will be coordinated by the Emergency Manager or designee.

If the size and scope of the incident warrants, the EOC will activate and operate at one of three levels; *Virtual*, *Limited* or *Full* activation. A fourth category of Normal Operations means that the EOC is NOT activated. The EOC Manager or Director will determine the level of operation based on the current situation and assessment of Lifelines using the best available information at the time.

2.5 INCIDENT TYPING

Utilizing a numbering system, [NIMS/ICS](#) establishes a scale to categorize the size, magnitude and overall complexity of an incident. On a scale of 1 through 5, with 1 being the most complex, the Office of Emergency Management (OEM) will utilize these levels when assessing EOC activation, staffing needs and EOC goals and objectives.

2.6 UNIFIED COMMAND

During large incidents there may be multiple organizations with statutory authority to be in command, have operational control or share legal responsibilities. To increase efficiency and foster coordination, Unified Command should be applied to incidents involving multiple jurisdictions or agencies.

A Unified Command is an authority structure in which the role of incident commander is shared by two or more individuals, each already having authority from a different agency and/or discipline. The individuals within Unified Command make joint decisions and speak as one voice.

2.7 COLORADO TYPE 3 IMTS

Type 3 IMTs are coordinated and activated through the Colorado Division of Homeland Security and Emergency Management (CDHSEM). **Colorado Type 3 Incident Management Teams (IMTs)** provide overhead management of incident operations, operational coordination and support, and fiscal accountability for field-based operations during all-hazards events impacting Las Animas County.

A Colorado Type 3 IMT may not be available for several operational periods.

The LAC IMT (if available) will assist the transition to a Colorado IMT, and portions of the LAC IMT may continue in their role in order to assist the state team.

A CDHSEM Type 3 IMT is normally empowered through a delegation of authority, signed by the BOCC, to function as the authorized agent of the Las Animas County Board of County Commissioners or the Las Animas County Sheriff's Office; as allowed through county, state, federal and agency cooperative agreements. These Delegations of Authority have financial consequences, and are negotiated by the Las Animas County Emergency Manager, Finance Director, County Administrator and the BOCC. See the Annexes & Supporting Plans for templates.

2.8 ANNEXES & SUPPORTING PLANS

While the base Emergency Operations Plan (EOP) serves as the foundation and legal basis for an emergency management program, much of the material pertaining to the actions taken to respond to disasters is located in annexes to this base EOP. These annexes may include: Details of specific to a selected Emergency Support Function (ESF), Hazard Specific matters, and other Support Annexes. Additional plans, CONOPS, guides and user aids also exist which support this basic EOP.

Emergency Support Functions (ESFs) serve as primary coordinating structures for EOC operations. They provide a mechanism to successfully support field operations and manage those issues that are external to the command footprint. Each ESF, may have its own planning and policy documents, as, needed.

Support annexes are often used to describe the concept of operations, considerations and responsibilities that are pertinent to specialized actions or specific types of emergency operations.

Hazard specific plans address the unique aspects that require consideration for specific hazards or threats. These plans include:

- Debris Management Plan
- Resiliency Plan
- Recovery Plan
- Training and Exercise Plan
- Damage Assessment Plan

The base EOP, the other plans, and the supporting annexes are not developed and updated simultaneously. Annexes are developed and implemented through coordination of lead and supporting agencies. New annexes will be approved and officially adopted by the BOCC. Existing annexes may be created or updated as often as needed to reflect lessons-learned from trainings, exercises and real world events. Updates will be distributed to each agency identified within the annex.

2.9 EOP ACTIVATION

The **Emergency Operations Plan (EOP)** and any necessary supporting annexes are active at all times.

Local emergencies not requiring a disaster declaration will utilize the concepts provided in this plan to support response and recovery efforts.

A disaster declaration is not required for the activation of the Emergency Operations Center (EOC). However, normal Las Animas County finance and procurement rules will govern EOC operations, until such a declaration has been made.

Activation of the Las Animas County EOP and supporting annexes are consistent with [NIMS](#) and [ICS](#) principles.

Actions taken by Las Animas County will be specific to each emergency or disaster situation.

2.10 DISASTER DECLARATIONS - OVERVIEW

Las Animas County Disaster Declarations

The main purpose of declaring a disaster is to request resources beyond Las Animas County's capability to provide. With a Disaster Declaration, local government can gain access to resources, policies, procedures and agreements which are not necessarily available on a normal day-to-day basis. It is critical that these disaster policies, procedures and agreements be put in place before an incident impacts Las Animas County.

Municipal or district disaster declarations

Cities, Municipalities, or other participating sub-jurisdictions, for example special taxing districts, which are requesting assistance from Las Animas County for an emergency or disaster, should always issue a disaster declaration and provide a written copy of that declaration to Las Animas County at the time of the request. Such requests should also indicate that the local jurisdiction which is making the request has exhausted or soon will exhaust all its own resources. These declarations are essential to Las Animas County's ability to successfully request state or federal assistance. Disaster Declarations are also used in determining what financial assistance might potentially be provided to local governments. They also help determine if a State and Federal disaster might be declared, and also tie to other funding assistance which might not otherwise be provided. Also, **it is generally held that no expenditures made prior to such a Disaster Declaration is reimbursable.**

2 CFR Part 200 Compliance is Mandatory

Local jurisdictions seeking financial or other assistance from Las Animas County, agree to fully comply with Colorado and with all Federal procurement rules, including 2 CFR Part 200, and with the Las Animas County Procurement Policy.

Local jurisdictions should always recognize that disaster assistance is never a given and expenditures may or may not ever be reimbursed. Therefore, it is strongly advised that as soon as practicable, an ongoing dialog be established with the EOC, The Las Animas County Policy Group, and Colorado DHSEM.

Pursuant to the Emergency Management Policy, and the Colorado Disaster Emergency Act, C.R.S. 24-33.5-709:

- The principal executive officer of a political subdivision has the sole authority to declare a local disaster. It shall not be continued or renewed for a period in excess of seven days, except by or with consent of the governing board of the political subdivision
- A disaster declaration shall activate the response and recovery aspects of any and all applicable local emergency plans and to authorize the furnishing of aid and assistance under such plans
- Such declaration shall be given prompt and general publicity and shall be filed promptly with the County Clerk and Recorder, the municipal clerk or other authorized record keeping agency, and the Colorado Division of Homeland Security and Emergency Management (CDHSEM)

The Colorado Disaster Emergency Act

The Colorado Disaster Emergency Act (C.R.S. 24-33.5-701 et. seq.); provides the legal and procedural framework for preventing, preparing, mitigating, responding, and recovering from disasters in the state of Colorado.

All disasters are local; meaning that they originate within some county or municipal jurisdiction. Elected authorities are ultimately responsible for ensuring the safety and security of their citizens, and thus responding to disasters within their jurisdiction. When the disaster exceeds the capabilities of the local jurisdiction, they may call upon assistance from neighboring jurisdictions through a pre-arranged Mutual Aid Agreement (MAA).

If the disaster is of such magnitude and complexity that it exhausts local capabilities, then according to C.R.S. 24-33.5-709, the “principal executive officer of a political subdivision” may declare a local disaster or emergency.

State of Colorado Disaster Declaration

A local disaster declaration is necessary before a jurisdiction may qualify for State emergency aid. If recognized by the Governor, then the combined resources of the State, including the National Guard, may be drawn upon to respond to the disaster.

The Governor, in turn, may request additional resources from other states through the standing Emergency Management Assistance Compact (EMAC). If together these are still insufficient to deal with the disaster, then the Governor may issue a State emergency or disaster declaration requesting Federal aid. All requested State and Federal aid are directed to the disaster and placed at the disposal of the local Incident Commander. Once the disaster is contained and external resources no longer necessary, a second declaration must be issued terminating the disaster and cancelling any further outside aid.

Federal Disaster Declaration

If the disaster requires Federal assistance, the State, via the Governor’s request for a Presidential Disaster Declaration, will function as the primary coordination mechanism for requesting Federal assistance.

The Robert T. Stafford Act establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance. Based on the Governor’s request, the President may

declare that a major disaster or emergency exists, thus activating an array of federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster.

The Indicators for a Stafford Act declaration are high. Few local disasters will be expected to reach the necessary levels.

Under a Stafford Act major disaster declaration, the local political subdivision is the "Authority Having Jurisdiction" (AHJ) and is always responsible for all initial payments, and then may submit reimbursement requests for the cost shared amount for eligible expenses. Typically, the federal government takes 75% of eligible expenses, leaving local governments with a cost share of 25% of eligible expenses plus 100% of the ineligible expenses. The State, at the Governor's discretion, may share in the costs as well.

2.11 FIRST STEPS TO GETTING A DISASTER DECLARATION

Initial Damage Assessment

Refer to the Rapid Needs Assessment Annex to this EOP for more details on Rapid Needs assessment planning and operations, and to the Las Animas County Damage Assessment Plan for more information.

Stafford Act

To be eligible for assistance under the Robert T. Stafford Act, local governments must first perform an initial damage and safety assessment to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages, and the hazards the damage presents. This may require the coordination of the various municipal governments who will also perform their own damage assessments.

Other, more detailed damage assessments will also be needed in the following days. If a Disaster declaration is being sought, The County and any City, Municipality or Special District seeking assistance will normally only have about 10 to 15 days to submit all their data.

Colorado DHSEM

When the information has been collected, it is provided to the EOC where it is compiled and then forwarded to the [Colorado Division of Homeland Security and Emergency Management](#) (DHSEM). Initial Damage Assessments are key, and need to be completed very rapidly, normally with 72 hours of the request.

This plan is designed to integrate with the [State of Colorado Emergency Operations Plan](#).

Other Damages Assessments & GIS Data

When damages are significant, State and/or Federal officials may conduct an initial damage assessment, a joint preliminary damage assessment (PDA) with local officials, or other assessments to further estimate the extent of the disaster and its impact to the community,

and possible eligibility for assistance. FEMA uses this information to supplement the Governor's request for Federal assistance. Refer to the Las Animas County Damage Assessment Plan for more information.

The Las Animas Damage Assessment Plan is incorporated into this EOP.

Critical Infrastructure and Key Resources features which are located within Las Animas County are being recorded into a local ERSI GIS database, and measures have been implemented to make this data available in the EOC during an incident. Information will be continually updated, and added to by various employees of Las Animas County Government during the course of their daily duties, in order to provide an up-to-date and useful database for Emergency Operations.

The Fire Management Assistance Grant (FMAG)

The Fire Management Assistance Grant (FMAG) is a special program within the Stafford Act that provides funds for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster. The FMAG declaration process is coordinated by the State Division of Fire Prevention and Control (DFPC). The grant program provides a 75% cost share, while the jurisdiction having authority pays the remaining 25%.

For non-wildfire incidents, the local Authority Having Jurisdiction (AHJ) may request the Las Animas County EOC to activate per the Las Animas County EOP to provide logistics or other support; however, the responsibility to pay for all resource orders stays with the local AHJ. If the costs of the all-hazards incident exceed the local AHJ's capability to pay, the AHJ must declare a disaster.

A declaration of disaster by a local jurisdiction activates the Emergency Operations Plan (EOP) of that jurisdiction. For this reason, it is important for each political subdivision, such as a special district, township, or municipality, to have an EOP adopted by the executive officers of the jurisdiction.

If an all-hazards disaster escalates to the level of a Federal Robert T. Stafford Act "major disaster" declaration, the AHJ is the only legal entity that FEMA will allow to request reimbursement for eligible expenses incurred within the geographic borders of that jurisdiction. A broader political entity is not allowed to submit reimbursement requests on behalf of expenses within a smaller or separate jurisdiction. As a practical matter, this means that if a special district or municipality chooses to "go on its own," FEMA is likely to determine that it is ineligible for funds allocated under the Stafford Act.

2.12 Delegations of Authority

Delegation of Authority is a statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibilities. The Delegation of Authority should include objectives, priorities, expectations, constraints, cost share arrangements, turn back goals and other considerations or guidelines as needed.

Many agencies require a written Delegation of Authority to be given to their Incident Commander prior to their assuming command on larger incidents.

For a wildfire event that has exceeded the capability of the local fire protection district (FPD), the FPD's Chief or designee may request that the Las Animas County Sheriff's Office (HCSO) assume responsibility for the incident. If agreed, the Sheriff, or designee, and the FPD Chief, or designee, must sign a Delegation of Authority. It is possible to conduct a Delegation of Authority over the phone or radio with two representatives; in such circumstances both parties must officially sign the document as soon as possible.

Once the LASO has assumed responsibility for the wildfire incident, LASO shall assume financial responsibility for firefighting efforts and shall assign a local incident management team to provide the command-and-control infrastructure required to manage the wildfire (C.R.S30-10-513).

When a wildfire exceeds the capability of the county to control or extinguish, LASO or designee, will seek the support of the State by requesting assistance from the Division of Fire Prevention and Control (DFPC), so that coordination of resource requests can be maintained. The EOC will be notified of any requests to maintain a common operating picture. If a transfer of authority and responsibility for fire suppression to DFPC is agreed upon, a Las Animas County Commissioner, the Las Animas County Sheriff, or designee, and the Director of DFPC, or designee, shall sign a Delegation of Authority.

During an all-hazards incident, Delegations of Authority are not always executed. Operations may alternatively, sometimes be governed by a disaster declaration which is made by the Las Animas County Board of County Commissioners (BOCC). The political subdivision is requesting assistance from the County or State; and resources provided and responsibilities assumed are made by agreement. The political subdivision of government never dissolves their legal statutory sovereignty and therefore continues to govern their town, city or special district.

2.13 JOINT INFORMATION SYSTEM

For large incidents involving multiple organizations, a Joint Information System (JIS) may be implemented. The need for a JIS is identified by the AHJ, the BOCC, LASO, and the EOC. A JIS is an information network of Public Information Officers (PIO) and support staff working together to deliver accurate and timely information to the public. The JIS integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations.

The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies; and controlling inaccurate information that could undermine the incident response and recovery efforts.

A JIS is a cooperative effort and mirrors the [Incident Command System](#) which utilizes a unified command structure when responsibilities are shared. Each agency involved in a JIS retains their autonomy and continues to speak for itself. Multiple public information units exist within Las Animas County government. The County Public Information Office and the Sheriff's Office Public Information Office work in a unified support structure when there are cross jurisdictional responsibilities; they integrate incident information and public affairs into a cohesive format to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations.

For an all-hazards incident, under the direction of the BOCC, the County Public Information Office coordinates the information from the public information units within the District Attorney's Office, Human Services, Department of Public Works, Public Health, and the Las Animas County Attorney's Office.

2.14 ADVISORY COMMITTEE

A documented, ongoing process utilizing one or more committees that provides for coordinated input by Emergency Management Program stakeholders in the preparation, implementation, evaluation, and revision of the Emergency Management Program. An Advisory Committee or Committees may be created as needed and designated for:

- Emergency Plan development and review
- Community Outreach prioritization, activity and review
- Training and Exercise prioritization
- Program review and oversight
- Hazardous Materials program review

The advisory committee(s) shall meet with a frequency determined by the Emergency Management Program Director to provide for regular input.

2.15 MULTI-AGENCY COORDINATION

A key component of [The National Incident Management System / ICS](#) is the Multi-Agency Coordination System (MACS). As the name implies, The MAC System provides the structure to support incident management policies and priorities, facilitate logistics support and resource tracking, coordinate incident related information and coordinate interagency and intergovernmental issues regarding incident management policies, priorities and strategies. MACS activities will typically be coordinated from the Las Animas County Office of Emergency Management.

The Las Animas County Multi Agency Coordination System (MAC) is comprised of five critical elements:

Command – Develops field strategies and controls all of the on-scene resources needed to handle the emergency or disaster.

Emergency Operations Center – Coordinates response and recovery elements that are not owned by command, provides resource coordination, maintains situational awareness and shares information. These include the County, Cities/Municipalities, State and regional EOCs.

Communications Centers – Manages 911 calls, dispatches resources, initiate emergency notifications to the public.

Joint Information System – Coordinates emergency public information and media interaction.

Multi-Agency Coordination Group – Provides strategic guidance to support incident management activities, provides coordinated decision making and resource allocation among cooperating agencies, and harmonizes agency policies. Other entities within Las Animas County such as municipalities, utilities, may also have EOCs from which they direct their organization's activities. In the event such multiple EOCs are activated, they are to coordinate and share information as appropriate.

2.16 DISASTER FINANCE

The agency having jurisdiction is responsible for the cost of the incident.

The government or agency which initially orders (requests) the resource is responsible to pay for that resource.

Once the EOC has been activated, all resource requests should be made using the 213RR form. If there is agreement that Las Animas County is to assume responsibility for the expense, the form must detail the agreement, and it must be signed by the individual who authorized that commitment to pay.

A major disaster or emergency may require the expenditure of large sums of Las Animas County funds. If the demands exceed available funds, upon prior approval by the BOCC, the County may make additional funds available from the Contingent or All-Hazards Fund. If funds are insufficient, the BOCC may grant authorization to transfer and expend moneys appropriated for other purposes under a declared emergency or disaster.

Participating agencies, County departments and County offices are responsible for coordinating with the Las Animas County Finance Department (and/or The Finance Section in the EOC) all matters concerning the expending of funds, and are responsible for maintaining appropriate documentation to support requests for reimbursement, for submitting bills and for closing out orders in a timely manner.

Disaster finance procedures, as directed and coordinated by the Las Animas County Finance Department (and/or The Finance Section in the EOC), will be utilized to ensure the proper and efficient processes relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergencies or disasters.

Each County agency identified in the EOP is responsible for documenting all emergency or disaster related expenditures using the financial tracking and reporting protocol as directed by the Las Animas County Finance Department. Each County department or enterprise must exercise proper oversight throughout the course of the incident to maintain logs, records, receipts, invoices, purchase orders, rental agreements and all other applicable documentation.

Individual Political Subdivisions, including municipal governments, special districts, and/or other Authorities Having Jurisdiction (AHJs) (See [NIMS 3rd Edition](#) pp 14) and their affiliated agencies are free to follow their own financial policies; however if any entity or entities (for example; a fire district, or a municipality) is intending to seek Las Animas County, Colorado, or federal financial assistance, or reimbursement, the county, State, & Federal procurement policies must always be followed.

This is Federal law, and if you are wanting Federal funds, compliance with the law is mandatory. Local jurisdictions may adopt a stricter policy if they wish, but must at all times adhere to Las Animas County Procurement Policies. In general, compliance with *2CFR Part 200* is considered the minimum standard level of compliance, for Las Animas County, State of Colorado, and for the federal government. Therefore, if there is any request for or any expectation of the expenditure of Las Animas County funds, the Las Animas County Procurement Policy must be followed. This includes all requests for assistance, for reimbursements and request for refunds.

Rules change; therefore, it is essential to stay up to date, and to keep the lines of communication open. Questions or concerns should always be taken to the Las Animas County Finance Department (and/or The Finance Section in the EOC) prior to the ordering of resources or the expending of funds. If any AHJ, Political Jurisdiction, agency, or district acts on its own, or if it should fail to comply with the current Las Animas County Procurement Policies or with State of Colorado or with Federal laws or rules, then it shall be reasonably understood that the jurisdiction or agency which expended those funds or which ordered the resource is solely liable for payment and is not eligible for any manner of reimbursement.

2.17 LOGISTICS & RESOURCE MOB

Resource Mobilization shall be conducted in accordance with the Las Animas County Disaster Policy, which was adopted on November 16, 2021 and with procedures as directed by the Las Animas County policy group, Las Animas County Administrator, and the Las Animas County Finance department.

The 213 RR shall be used when ordering resources.

Resource management involves the integration of resources from Las Animas County government, regional neighbors, volunteer organizations, private sector, and State and Federal governments. Mutual Aid and other local agreements should always be utilized, if possible, prior to expending of funds when ordering resources. The Logistics Team shall work closely with and under the direct guidance of a designated Finance Officer present in the EOC.

As staffing needs for The Finance and Logistics Teams, as well as, the personnel available for service on those teams may vary greatly; a short “**Just-In Time Training**” should occur at the beginning of each operational period (shift) with all staff assigned for that shift, and regular briefings be held, as needed, to ensure best practice compliance. The Finance Director or their designee shall conduct these trainings.

Key considerations should at a minimum include:

- The use of the 213RR (Resource Requests) Forms, Flowcharts, & Procedures.
- The Colorado Division of fire Protection and Control (DFPC) Las Animas County Annual Operating Plan (AOP), if applicable. This document outlines what resources are and which are not reimbursable by DFPC.
- Pueblo Interagency Dispatch Center Resource Ordering Protocols.
- State of Colorado Resource Mobilization Guidance.
- State of Colorado WebEOC Resource Status, Ordering and Tracking.
- EOC Finance Director’s Guidance.

- EOC Logistics Team Guidance.
- Existing Contracts and Agreements (IGA's, MOU's, MOA's, etc...).
- Existence of or pending status of any Disaster Declarations.
- The Las Animas County Volunteer Application process.

Each agency participating in this EOP, or in EOC Operations, or requesting resources from Las Animas County, is responsible for understanding and complying with the Las Animas County resource ordering protocols implemented through the EOC.

The Logistics Section of the EOC shall endeavor to ensure that resources mobilization during an incident shall be capable to identify, inventory, dispatch, mobilize, transport, recover, and demobilize and to accurately track and record available human and material critical resources throughout all incident management phases. Critical resources are those necessary to preserve life, property, safety, and security. The goal shall be to ensure that critical resources are available to incident managers and other emergency responders upon request for proper distribution and to aid disaster victims in a cost-effective and timely manner.

3 SPECIAL PLANNING CONSIDERATIONS

3.1 CMIST & AFN

C-MIST is a model created by June Isaacson Kailes, who says; *"CMIST is a memory tool to help people remember and plan for the five functional needs individuals may have in an emergency or disaster: Communication; Maintaining Health; Independence; Support, Safety and Self-determination; and Transportation".*

There are tasks and functions that EVERYONE needs to be able to do, as well as, services or items which we must be able to get access, regardless of who we are, in order to function in life. These needs are more critical for some in our society than they are for others. These individual challenges are sometimes referred to as access and functional needs. Yet we all have the same needs. Depending upon our individual circumstances in life, we will all need assistance with them.

Some in our community are more vulnerable. The term *"vulnerable populations"* includes children, prisoners, pregnant women, mentally disabled persons, economically or educationally disadvantaged persons. (See: CFR Title 45, Part 46). The term *"at-risk individuals"* includes children, senior citizens, pregnant women, and others as deemed by the Secretary of HHS (The Pandemic and All-Hazards Preparedness Act (PAHPA), 42 § U.S.C. 300hh-16). To ensure inclusive planning, HHS adopted a functional needs definition of at-risk individuals based on the C-MIST Framework and clarified that individuals who may need additional response assistance also include those who have disabilities, live in institutionalized settings, are from diverse cultures, have limited English proficiency or are non-English speaking, the transportation disadvantaged, have chronic medical disorders and have pharmacological dependency.

Planners, first responders, EOC staff and government employees must remember that disaster operations must be cognizant to keep these concerns at the fore-front of all operations.

Individual planning for and maintaining of their own individual lifelines may take much more effort for some members of our community than for the rest of us. We must remember that if their individual lifelines are disrupted the consequences for them may also be more dire, than they would for others.

We have both a long-standing moral tradition of helping the vulnerable, as well as a legal obligation to do so.

Understanding this, and adapting to these concerns is crucial during an emergency.

C-MIST identifies people's actual needs during an emergency rather than labeling them as "special needs" or "vulnerable populations"

An easy way to think of CMIST is that they are Lifelines for the individual. How vulnerable we may be as individuals really comes down to our access to lifelines. Kaile's Model highlights what are the 4 lifelines particularly important to individual resiliency; they are:

The Communications Lifeline.
The Health and Medical Lifeline.
The Safety and Security Lifeline.
The Transportation Lifeline.

Each of these 4 works together to allow an Individual to maintain their own Independence and dignity.

Independence is the overarching goal, the steady state that an individual wants to maintain in an emergency. This is addressed by planning for meeting needs related to:

- usable and understandable communication,
- transportation and evacuation,
- maintaining health, and
- safety, support and self-determination."

Some members of our community have increased needs for stable lifelines. They may have an increased sensitivity to disruptions to one or more of these individual lifelines. Even when these CMIST lifelines are functioning normally, there are those among us who are more vulnerable.

[The Federal Emergency Management Agency \(FEMA\) has adopted this CMIST Framework.](#)

Before, during, and after an incident, individuals with access and functional needs can be assisted to maintain their health, safety, and independence utilizing the "C-MIST" framework to identify their needs. C-MIST is the acronym for **C**ommunication, **M**aintaining Health, **I**ndependence, **S**afety, **S**upport Services, and **S**elf-Determination, and **T**ransportation.

Physical and programmatic access, auxiliary aids and services, integration, and effective communication are often enough to enable individuals to maintain their health, safety, and independence in an

emergency or disaster situation. When basic access is not enough, individuals with access and functional needs may have additional requirements in one or more of the following functional areas to participate in and benefit from emergency planning, programs, and services.

By planning to meet the **access and functional needs** of individuals who are protected from discrimination, planning can also address the needs of a wide range of individuals defined as “at-risk individuals” or “vulnerable” in other Federal statutes or planning documents. Therefore, both statutorily and inclusively.

Needs of those individuals having **access and functional considerations are addresses by using the C-MIST framework**. C-Mist has many parallels to Lifelines, and might be thought of as “Lifelines” for those with Access and Functional needs concerns. FEMA has a large number of [informational videos available to assist with Disaster Risk Management for individuals with AFN needs](#).

3.2 UNACCOMPANIED MINORS

Unaccompanied minors need immediate protection. First responders, should immediately notify law enforcement officials and [Las Animas County Department of Human Services](#) when an unaccompanied minor is found. Never leave them alone and if at all possible have at least two responders present with the minor until custody is transferred to the appropriate agency.

3.3 OTHER VULNERABLE POPULATIONS

Other vulnerable populations include, but are not necessarily limited to: Inmates; the elderly; those for whom English is not their first language, or who do not speak English at all; those with some form of hearing or speaking impairment; and others may need assistance in a disaster. First Responders and planners should maintain situational awareness for the needs of others and respond when needed.

3.4 ANIMALS IN DISASTER

Proper consideration of animals in a disaster present both a moral and legal responsibility to act. Recent disasters such as the 2013 floods in Colorado, have demonstrated that most people will not leave their animals when told that they must evacuate. It is now [federal law that provisions must be in place to evacuate pets with their owners](#). [Public Law 109-308](#). Please refer to these links for more information.

3.5 SERVICE ANIMALS IN SHELTERS

Shelter managers shall follow the [Pet/Service Animal Preparedness Service Guide](#) created by FEMA. Service Animals may only include [Dogs and Miniature horses](#). The owners have significant responsibilities under the law. And regulations (see: 28 CFR § 35.136 - Service Animals)

3.6 SHELTERING PETS

In addition to provisions for evacuating pets with their owners, reasonable provisions should be made for sheltering them and allowing their owners access.

3.7 SHELTERING LARGE ANIMALS

Las Animas County has facilities for sheltering large animals at the Las Animas County Fairgrounds. Depending on the type and the location of the disaster this facility may be used to shelter large animals. If this location is unsafe, alternative sites will have to be explored, based on the current situation.

Moving large animals can be very dangerous, especially if they are scared, as they could be during an incident.

Las Animas County does not have any capacity to load or transport large animals and First Responders should be careful not to get near any animal. Owners bear the responsibility to load and transport animals in the event of an incident.

Pueblo CART or the CSU extension Office might be available to assist with shelter operations, however no agreements are currently in place.

3.8 ELECTIONS

Elections in Colorado are governed by the [Colorado Secretary of State's Office](#).

Security of elections and safeguarding all elections during an incident or disaster is vital. Locally election matters are administered by the Las Animas County Clerk & Recorder. During an incident, the assistance of the Las Animas County Sheriff's Deputies and/or Colorado State Patrol Officers in securing and transporting election materials to previously arraigned alternative locations might be needed. In a large-scale event, outside mutual aid might be needed or other Law Enforcement Services may also be utilized as needed.

The EOC will activate as needed to support the Secretary of State's office and/or the Las Animas County Clerk in mobilizing the resources needed to maintain the security of elections materials and ballots, as requested.

3.9 RESILIENCY, ASSISTANCE & THE DAC

Resiliency

After an incident, the EOC will begin the initial phase of planning the recovery process. Recovery is a long-term process, but early planning while the incident operations are still ongoing has proven to be important to the long-term recovery of a community. Section 4 will address these concerns in more detail and the Las Animas County Recovery Plan should be consulted.

Community and Economic [Resiliency](#) begins with the individual. Merriam-Webster defines [resilience](#) as; "...an ability to recover from or adjust easily to [misfortune](#) or change."

The ability to be resilient starts long before a disaster occurs, and its presence helps ensure a strong community. Prevention and protection measures should take this into account. Families and businesses will bounce back from a disaster much more readily if they are healthy and resilient. Planning for resiliency after a disaster starts by building a stronger community, one person and one business at a time.

Disaster Assistance & DAC

Both governmental and private assistance will be organized and made available to those impacted by the disaster in the **Disaster Assistance Center (DAC)**. A DAC will be set up after the incident to provide a central location for information. This DAC will normally be as close to the incident as is safe.

In smaller incidents, or remote locations a smaller "DAC in the box" approach may be used. Contrary to a generally held belief, government financial assistance after a disaster is not a sure thing. When it does come it may have lots of rules attached.

History has also shown that even when financial assistance is made available, it is never enough to make people whole again. Las Animas County will make every effort to secure what programs are available, but having realistic expectations from the start, will generally speed individual recovery.

Researchers tell us that some people will do better than others, and in the early phase of recovery. Those individuals with an internal sense of being in control will recover faster, and will adjust to the "new normal" the quickest. Others will need more help. Resources should be made available to help those who are in shock or otherwise struggling with the events surrounding the incident. The resource or support will vary from person to person. These services should be vetted and then made available in the Disaster Assistance Center (DAC).

3.10 CODE OF THE WEST

The [Code of the West](#) embodies this spirit of individual resiliency. It can be summed up as being ready yourself, and then helping your neighbor. Those who take responsibility for their own recovery almost always do better than those who don't. But remember other may need help. Be ready to assist those who are struggling or have needs, a helping hand goes a long way.

3.11 VOLUNTEER AGENCIES & NGOS

The volunteer spirit held by so many of our people is one of those things which make this such a great place to live. Las Animas County counts on many among us who rise up to help by volunteering when the occasion calls for it; however, rules still apply. Las Animas County has a duty to protect the lives and property of our residents and visitors, as well as, the safety of the volunteers themselves. This means volunteers have to be vetted.

Volunteers and volunteer agencies must be approved and verified prior to commencing operations inside the impacted areas (or other restricted locations) –both during and after the incident. Credentials will be issued to those who are approved and the time location and nature of all activities will be defined and monitored by the EOC.

Those without proper credentials will be escorted from areas which have restricted access. The uncooperative may also be arrested and charged. During a disaster not everyone has access to every area. Nor will access always be given. Even when access is permitted, the time of access may be restricted and curfew imposed. Violations of these restrictions during an incident should immediately be referred to the appropriate law enforcement agency.

3.12 VOLUNTEER APPLICATIONS

Unaffiliated volunteers are requested to officially join and then to work through a recognized nonprofit agency. This should occur before performing any activity during or after an incident.

In the immediate aftermath of a disaster, neighbors are encouraged to help neighbors whom they know - when they are trusted and are invited to help.

When residents only are permitted to re-enter the evacuation zones, written evidence of permission by a neighbor, or family member to work on behalf of a property owner will be required. This permission may be required to re-enter any evacuated or restricted area.

Spontaneous volunteers from outside of the impacted community, who are not a member of a recognized group Volunteer Organization, will be turned away from offering assistance to impacted residents. This is for their safety, as well as, for that of the community. Proper training and equipment are essential. Workers must be fully vetted in advance of all activities.

On occasion, Las Animas County may utilize other volunteers to help during an incident. A completed employment application and a law enforcement background check is always required. Acceptance is not guaranteed. This ensures that such personnel are qualified, insured, and vetted.

4 RECOVERY

See the [Las Animas County Recovery Plan](#) for the full details on Recovery Planning, and Recovery Operations in Las Animas County. The brief discussion below offers only a very general outline.

4.1 SHORT TERM RECOVERY

Short term recovery begins as the incident develops and will often have overlapping effects on response operations. Because of this, short term recovery concepts are mentioned in the EOP, for context. The initial Recovery activities are coordinated from the EOC. These operations will transition to a Recovery Operations center when the EOC closes.

Short term recovery includes the following Recovery Support Functions (RSFs):

- **Expense Tracking** – Focuses on the tracking of expenses occurred during the response to the incident.
- **Public Information** – Coordinates between field operations and the County Public Information Office.
- **Damage Assessment** – Identifies the scope and impacts to the community.
- **Emergency Debris Management** – Focuses on emergency protective measures to provide for immediate life safety.
- **Mass Care** – Revolves around meeting basic human needs.
- **Animal Needs** – Takes into account both large and small animal needs.
- **Public Health** – Determines public health risks, impacts and mitigation measures.
- **Behavioral Health** – Provides crisis behavioral health support.
- **Donations & Volunteer Coordination** – Coordinates national, regional and local volunteer agencies to support donations and volunteer management.
- **Disaster Assistance/Recovery Center** – Coordinated with State and/or FEMA officials to provide a location for disaster victims to sign up for eligible disaster assistance.

4.2 RECOVERY OPERATIONS CENTER

After a large incident a Recovery Operations Center (ROC) will be opened. Location and hours of operations will be determined based upon the incident. Guidance for these activities shall come from the Las Animas County Emergency Manager or designee with the advice of the Board of Commissioners and the Policy Group.

4.3 RECOVERY TRANSITION TEAM

As EOC Operations are beginning the transition to recovery, a recovery transition team will be created. Membership on this team will generally be crafted to meet the needs of the recovery which is to be undertaken.

4.4 RECOVERY TIMELINE

The time scale may vary greatly per incident, but the general understanding should be evident; there will be overlapping of both types of Operations. Recovery Planning will start while Response Operations are still underway.

5 LEADERSHIP & RESPONSIBILITIES

5.1 LEADERSHIP

County employees may be assigned to work in the EOC, or other Emergency Operations based on their job description, their special skills or expertise, or at the direction of the Las Animas County Administrator, or other Las Animas County official as may be necessary during an incident as described in the provisions of The Las Animas County Disaster Policy.

While the type and scale of each particular incident may vary greatly, assignments will normally be made based on the nature of each individual's day to day job duties and functions. Leadership positions in the EOC (and other Emergency Operations) will normally be filled by those who already hold leadership roles in their daily duties. Skill sets will also be matched whenever possible. This may seem like common sense, but it is important to define up front because Emergency Operations can be confusing, and the terminology employed can sometimes make things unclear.

Departmental leadership in the EOC is generally the same as anytime else. Department Directors are in charge, and they themselves (or those they designate in their absence) will run their respective ESFs in the EOC.

Put simply, employees will do "more or less" what they usually do, it's just that they will do it in the context of an emergency situation. Skillsets will be matched. Also, managers and their employees will be working from a location which they are not familiar with and will be working with many other new individuals in the EOC.

In addition, staff should be mentally prepared for a different environment; things often seem chaotic in an EOC, and the pace of operations can be very intense, sometimes almost frantic. Remember to relax, breathe and work from a calm, level headed perspective. This avoids mistakes and it avoids making less than optimal decisions. Leaders need to observe their staff to make sure they are level-headed, eating and drinking adequately and that they are getting adequate rest.

Even the terminology used in the EOC; "Emergency Support Functions" (ESFs) can also at times create a barrier to understanding. Things are divided by ESFs for a logical reason but for those who are working in an EOC for the first time, this terminology can be intimidating. Therefore, in Las Animas County we always use "plain talk" during Emergency Operations. For example, The ESF number (for example ESF # 2) should not be used without also saying its name; "ESF 2 - Communications." Using just the ESF

numbers is confusing to many people. Table signs or position markers should display both the number and the name of each ESF. Department heads and those who day to day serve as leaders within each department, should expect to be assigned to a leadership role in the EOC. (Their staff should serve under them as normal. Therefore, all department heads should get familiar with the terminology and the structures of the EOC and of Emergency and Incident Operations, as defined by this EOP, before an incident.

5.2 TRAINING & EXERCISE PLANNING

Las Animas County has adopted the [National Incident Management System](#) (NIMS) which includes the [Incident Command System](#) (ICS). [NIMS/ICS](#) establishes guidelines for a common training framework and standard for all Las Animas County employees.

It is important that Las Animas County staff have completed their designated level of ICS trainings prior to an incident. This will ensure that you have a basic understanding of the terminology and operational structures used during Emergency Operations. Not having this training will hinder operational effectiveness. It can lead to mistakes and even to dangerous situations.

Training and exercise planning in Colorado is coordinated. This coordination starts at the local level, then moves to regional coordination and planning and ultimately a state level coordination occurs. This multi-level coordination allows local jurisdictions the ability to get training, which might otherwise not be available or may be too expensive. This planning process occurs each year and is developed into an ongoing 3-year plan. It is coordinated among interested local agencies at the LMAC Team meetings. This planning process is known as IPP (Integrated Preparedness Plan).

In addition to classroom or in-field trainings, other courses are offered online from the [FEMA Emergency Management Institute](#). While a number of specialized or advanced course are available online; there are a few basic courses which everyone who may be called upon to work in the EOC must complete. Managers will also need to take a few more, there are also classes specifically designed for elected officials. The higher up the chain of command you are, the more classes you may need.

Here are the basics:

Everyone (all Las Animas County employees and anyone else who is going to serve in the EOC as staff) need to have at the minimum completed the following:

[ICS 100](#) & [ICS 700](#)

Further recommended are:

[ICS 200](#) & [ICS 800](#)

These 4 courses are offered only as an online only format and each course only take a few hours to complete.

Managers at any level should also completed ICS 300 which is a 2-day classroom only course. And a second 2-day classroom only course ICS 400 is also offered and should be considered for anyone who

may find themselves working in the EOC on a large incident. Many additional position specific courses are also available.

Training dates and locations for both ICS 300 & ICS 400 can be found on [Co-Train](#), and when sufficient numbers need to take either class, it can be held at a local or nearby location. This normally occurs every few years.

Emergency Operation Center (EOC) Exercises are also required annually, they come in 3 varieties; Table-Top (TTX), Functional or Full-Scale Formats. These exercises are also planned as a part of the IPP process. First responders will have agency specific training assigned by their own agencies or department. Departments are encouraged to collaborate on these trainings. They can share the expenses and also increase the attendance of their training programs. Training together with other agencies or departments is valuable because it allows staff to get to know counterparts from other agencies who may come to help them on a large incident and to understand their capabilities beforehand.

5.3 EOC GENERAL STAFF

5.3.1 The Emergency Manager (EM)

The EM is the ranking officer in the EOC and holds overall command over all OEM/EOC operations during an incident and is the final word if conflicts emerge between EOC staff members, volunteers or other personnel. The EM is the conduit to Senior County Leadership; the Las Animas County Policy Group (Sheriff and BOCC) and to other policy groups; agencies and jurisdictions, local, state, and federal. The Emergency Manager aligns and re-aligns EOC activation level(s) as the incident progresses. Duties include but are not limited to:

- Assigns and adjusts EOC staff positions
- Communicates with Senior County Leadership, the Policy Group and the BOCC
- Seeks disaster declarations and authorizations for large expenditures as needed
- Makes sure important functions such as damage assessments, incident intelligence and other functions are occurring
- Sends out internal notifications through appropriate email and message routing
- Coordinates with the Incident Commander and the IMT to ensure effective response to an incident or disaster.

5.3.2 The EOC Manager

The EOC Manager is appointed by the Emergency manager at the time of EOC activation and reports directly to the acting Emergency Manager (EM) and serves as the leader of EOC operations. (In cases of limited or partial EOC Activation, the EM may also fulfill the role of EOC Manager.) As span of control needs dictate, the EOC Manager may also be assigned an assistant.

- Assures EOC procedures are implemented and used correctly
- Establishes and re-evaluates EOC staffing at effective levels

- Assigns EOC staff positions, with the advice and consent of the EM
- Monitors EOC staff for effectiveness and fatigue

5.3.3 Finance Section

The EOC Finance Section is comprised of the "Payers". They work with senior leadership, the Policy Group and the Emergency Manager/EOC manager to manage the financial aspect of the incident. The Finance Director in the EOC is assigned by the Las Animas County Finance Director and serves under their direction.

- Validate budget authority for all expenditures
- Approve and process Las Animas County 213RR forms
- Work with senior leadership, the Policy Group and the Emergency Manager to establish financial triggers (or limits) for per-request and incident aggregate resource costs
- Maintain running estimates of costs associated with the incident
- Regularly update the Emergency Manager and Policy Group on the estimated incident costs
- Monitor resource request pricing and act as the second approval step in the Resource Request process
- Develop a budget for long term incidents and recovery stages

5.3.4 Logistics Section

The Logistics Section is tactical in nature and supports the incident by locating and pricing resources to support the incident. Logistics "owns" the Resource Request Process (also referred to as "Resource Mobilization" or "Resource-Mob"). The Logistics Section acts as both the initial approval step and final communications with the requestor to communicate approval/denial of the resource. Logistics works closely with planning and finance. The Logistics Section:

- Validates resource requests; "Is this something the EOC can and should be providing?"
- Identifies suppliers for requested resources taking into consideration existing county vendors, working with County Procurement to approve new and or alternate vendors as needed
- Produces a price estimate for a resource request, making certain the Procurement processes are followed
- Works with County Finance to make sure the County's policies and processes for procuring resources are being followed and new contracts or methods are developed to obtain resources that are not covered under existing contracts, agreements or processes.
- Works directly with Finance, Operations and the Director to coordinate approval and or more cost-effective alternatives for requested resources
- Contacts requester to communicate approval/denial of resource requests
- Coordinates transportation, timing and delivery of resources with the Operations Section

- Tracks resources while deployed; document when, where and how long each resource is deployed to the incident
- Ensures that water, food, shelter and sanitary facilities are available for EOC staff (this may also include provisioning for IMT staff during an all-hazards incident).

5.3.5 Operations Section

The Operations Section is tactical in nature and supports the incident through direct support of Incident Command along with support of providing other secondary incident support needs. Operations own the delivery of the resources. Areas of focus include:

- Search and Rescue (SAR)
- Firefighting
- Hazardous Materials (Haz-Mat)
- Security/Law
- EMS/Hospitals
- Wildland Fire
- Fatality/Coroner

Operations also oversees the operating needs of the incident to include:

- Directly communicates with OEM Field Liaisons and Incident Commander
- Acts as conduit between EOC staff and OEM Field Liaisons
- Reviews and oversees all resource requests from an Operational standpoint
- Monitors field responders
- Extracts incident needs and intel by monitoring radio transmissions and resource requests
- Identifies needed products and services needed for the incident
- Tactical implementation; reviews requests:
 - ✓ Can we fill the resource request(s)?
 - ✓ Are there alternatives?
 - ✓ Is this being done already?
 - ✓ Any unintended consequences?
 - ✓ Will the provided resource meet the needs of IC? Did you order everything needed? I.e., does the machinery come with personnel, is it delivered or does that need to be ordered too?
- Updates the Emergency Manager on Operational status

5.3.6 Planning Section

The Planning Section is comprised of the “Thinkers.” They focus on longer-term strategic planning, anticipating future needs for supporting the incident. Roles include:

- Prepare plans for the next operational period

- Ask "What could, should, would happen?"
- What resources will likely be needed for the next activities?
- Include appropriate players in future planning
- Support the Operations Section, internally identify potential tasks
- Prepare long-term staffing plans to assure EOC personnel rotate effectively

5.3.7 PIO / JIC

The Public Information Officer (PIO) – The Joint Information Center (JIC) is led by the Las Animas County Public Information Officer (PIO) who is responsible for monitoring communications both internal and external for the EOC as well as working directly with the Emergency Manager to monitor and drive priority issues.

- Owns Priority Issues through to completion, drives resolution and regularly updates the EOC Manager or the Emergency Manager on their progress
- Monitors the Emergency Radio, typically the 800 MHz State DTR frequencies
- Becomes (or in a large incident oversees) the primary answering point for general phone calls coming into the EOC
- Monitors social media and the Internet for applicable information
- Interfaces and supports Situation Unit (SIT), provides updates to the Situation Unit on applicable radio, phone and internet traffic

5.3.8 Situation Unit

The Situation Unit (SIT) is responsible for maintaining situational awareness/incident intelligence for the EOC.

- Works with the Emergency Manager or EOC Manager to set update/briefing schedule
- Collects incident intelligence by conducting regular EOC updates/briefings where each EOC staff member updates the SIT Representative with the most recent information
- Compiles intelligence, displaying the most relevant information in a Situation Board in the EOC
- Directly informs appropriate EOC staff of important developments impacting them

5.3.9 Expediter

The Expediter is responsible for the core functions and administrative support of the EOC during EOC activation.

- Monitors and enforces the EOC Sign-in/Check Out list
- Enforces credentialing and IDs
- Records personnel hours
- Assists with record keeping and incident logging
- Supports EOC staff needs by arranging for meals, coffee and other logistical needs

5.4 EMERGENCY SUPPORT FUNCTIONS

Emergency Support Functions (ESFs) Updated PER CPG 101v2 12/09/2019

ESF #1 – Transportation

ESF #2 – Communications

ESF #3 – Public Works and Engineering

ESF #4 – Firefighting

ESF #5 – Emergency Management

ESF #6 – Mass Care, Emergency Assistance, Temporary Housing & Human Services

ESF #7 – Logistics Management & Resource Support

ESF #8 – Public Health & Medical Services

ESF #9 – Search and Rescue

ESF #10 – Oil & Hazardous Materials Response

ESF #11 – Agriculture & Natural Resources

ESF #12 – Energy

ESF #13 – Public Safety & Security (Law Enforcement)

ESF #14 – Long-Term Community Recovery

ESF #15 – External Affairs (PIO)

ESF # 16 Economic Impact

ESF 1: Transportation

Las Animas County Sheriff's Office, Las Animas County Road and Bridge, COG and any other outside agency as needed)

ESF 1 is intended to assist in transportation support in incident management. Functions include processing and coordinating requests for transportation support as directed and coordinating alternate transportation services. This annex addresses the transportation of both people and goods. Concerns regarding transportation infrastructure are addressed by ESF 3.

The Sheriff's Office (with help from other Law enforcement agencies) is responsible for Traffic control; which includes operation and staffing of traffic control points. The Sheriff also has the responsibility to provide area security. In a large-scale incident, outside help will be needed, and the SO will have the lead role in coordinating this.

Road and Bridge has the responsibility for county roads and bridges. Staff assigned to the EOC by the Road and Bridge Supervisor, will oversee both ESF 1 & ESF 3 from a single desk.

COG runs the only Public Transportation within Las Animas County and may be available for assistance.

ESF 2: Communications, Alert and Warnings

City of Trinidad Dispatch Center and Las Animas County Office of Emergency Management

ESF 2 includes oversight of all communication technology and all aspects of alert and warnings issuance. City of Trinidad Dispatch Center, the Sheriff, and the Emergency Manager cooperate to facilitate all aspects of the issuance of alert and warnings to the public. Las Animas County and the City of Trinidad's IT oversees all technological aspects of the communications systems required to support Las Animas County Emergency Operations (or other county agencies) in response to an incident. Communications may include telephone, voice & data radio communications, computer LAN & internet communications, & public warningsystems. Public Information is addressed by ESF 15.

Communications and Alert & Warning Concept of Operations are discussed in several documents, included as annexes to this EOP.

ESF 3: Public Works and Infrastructure

Las Animas County Road and Bridge, County Building Inspector (CDOT & Other Outside Resources as Needed)

ESF 3 is structured to provide public works and engineering support for the changing requirements of incident management to include preparedness, prevention, response, recovery and mitigation actions. Activities within the scope of this function include conducting pre- and post-incident assessments of public works and infrastructure; reporting damage; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; and other recovery programs, including coordinating the restoration and recovery of the transportation infrastructure and coordinating and supporting prevention, preparedness, and mitigation among transportation infrastructure stakeholders at the local and state levels.

- Coordinates with local utilities to maintain situational awareness of extent of damage and progress of repair.
- Identifies and coordinates the repair of county owned infrastructure.
- Provides emergency repairs for life safety issues.
- Coordinates for personnel to operate bulk distribution points.
- Coordinates overall Debris Management Operations.
- Clears roads.
- Identifies and establishes Resource Orders for non-transportation road and bridge equipment.
- Provides temporary power generation systems.
- Coordinates with State Dam Engineer.
- Coordinates all engineering related requirements.
- Maintains designated major streets and avenues, county roads, highways, and other routes of travel.

- Assists with heavy rescue.
- Inspects damaged buildings.
- Provides additional needs as required.

ESF 4: Firefighting

Fire Protection Districts, IMT, (CO DFPC & Federal Resources as Needed)

ESF 4 supports and coordinates firefighting activities, including fire protection, mitigation, detection and suppression of fires within Las Animas County. It outlines provisions for personnel, equipment and supplies in support of agencies involved in firefighting operations. ESF 4 provides for and assists in the coordination and utilization of interagency firefighting resources to combat wildland fire emergencies.

- Performs Firefighting Concepts of Operations through Incident Command, supported by the EOC. By mutual agreement, the LAC IMT may be requested to take the lead IC Operational role.
- Establishes Incident Command in accordance with the Incident Management System and Unified Command.
- Assures the implementation of established procedures for hazardous materials incidents in the incorporated municipalities, as necessary.
- Establishes operational control of fire and rescue operations.
- Conducts and coordinates evacuation, as necessary.
- Conducts fire ground search and rescue operations.
- Assists in body recovery, as needed or requested by the coroner.
- Provides human decontamination services.
- Identifies, secures and manages other necessary resources.
- Provides fire protection and the fighting of fires.

ESF 5: Emergency Management; Disaster Consequence Planning & Management

Las Animas County Office of Emergency Management

ESF 5 - Provides the leadership role for all other ESFs for Las Animas County departments and agencies and for all private sector and volunteer responses across the full spectrum of domestic incident management from prevention to response and recovery. LAC OEM answers to and is also tasked by the Las Animas County Policy Group to implement and to oversee their policy decisions.

ESF 5 oversees and manages all other EOC operations. It functions first and foremost at the strategic level. LAC OEM will scale up and utilize other resources as needed. ESF 5 will provide direction and support to the LAC IMT, under the guidance of the BOCC and the Las Animas County Sheriff. During larger incidents, ESF 5 will partner extensively with the Colorado Division of Homeland Security and Emergency Management. In accordance with the national doctrine of local control, ESF 5 will represent local governmental concerns to all state and federal partners for the duration of the incident.

ESF 5 facilitates and coordinates information collection, vetting and information flow.

In the pre-incident prevention phase, this intelligence gathering may be used in order to place assets on alert or to pre-position assets for quick response. During the post-incident response phase, ESF 5 is

responsible for the consequence management role and related planning functions. These ESF 5 activities include those functions which are critical to support and facilitate multi-agency planning and coordination for operations involving potential and actual incidents. This includes alert and notification; evacuations; EOC incident action planning; coordination of EOC operations, logistics, information management, facilitation of requests for local, State and 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, Disaster Assistance, Temporary Housing & Human Services

Las Animas County Department of Human Services (which has the lead role), The American Red Cross, Southern Baptist Disaster Relief, Team Rubicon, The United Methodist Committee on Relief (UMCOR), Salvation Army, United Way, South Region Volunteers Organizations Active in Disasters (VOAD), and others

ESF 6 provides overall coordination of disaster assistance including: shelter, feeding, disaster welfare information, distribution of emergency relief items, and other human service activities to support the unmet needs of the community in response to and recovery from a disaster. ESF 6 also provides assistance with the relocation of displaced licensed care facility residents, the care of unaccompanied minors and family reunification.

ESF 7: Resource Management & Logistics (Resource Support)

Las Animas County Finance Office, Las Animas County Emergency Manager

ESF 7 will identify, procure, inventory and distribute critical resources, in coordination with other local, state and federal governments, private industry and volunteer organizations, to effectively respond to and recover from the effects of a disaster. The primary purpose of ESF 7 is to provide financial control, overall logistics support, resource management and staging area coordination during the response, recovery, and operations of the event.

ESF 7 is led by Las Animas County Finance, who will procure other county staff as needed to effectively oversee: Logistics, Operations, Planning and Resource Mobilization.

ESF 8: Public Health, Medical Services & Coroner

Las Animas-Las Animas Counties District Health Department, Health Solutions, South Region Health Care Coalition (SRHCC), County Coroner

ESF 8 coordinates local response to mass casualty events and incident public health needs, including medical, behavioral and environmental health issues for all-hazards incidents and anticipates recovery support needs. ESF 8 main objective in a disaster is to assure the ongoing health of the community. ESF 8 ensures the availability of adequate healthcare and protects the existing medical infrastructure.

ESF 8 has repeatedly proven to be a robust, mature, experienced and self-reliant group. However, as with all other ESFs, ESF 5 maintains overall responsibility for direction of ESF 8 activities during an incident: therefore, care must be taken to integrate and collaborate activities of ESF 8 with the Policy Group and Incident Commander Directives. Since many ESF activities may also be directed from the state level, open and continuous communications are essential. During a public health emergency ESF 8 may be further subdivided into 3 sub-groups for operational efficiency.

- ESF 8a: Behavioral Health
- ESF 8b: Emergency Medical and Hospital Services
- ESF 8c: Coroner's Office

ESF 8 coordinates the following operations: These operations are not listed in any particular order of priority and some tasks may not be needed for every incident. As needed, other EOC/ESF positions may assist ESF 8 with these tasks.

- Coordinates with the primary ambulance provider for the affected area and non-affected fire departments to provide first aid/medical support to responders.
- Coordinates activities with the EOC and monitors then reports to the EOC the status of all ESF 8 operations.
- Coordinates medical practice waivers with the Governor's Expert Emergency Epidemic Response Committee.
- Coordinates with licensed care facilities on their ability to evacuate or care for patients if sheltering in place.
- Prioritizes medical rescues with county-level general support assets.
- Prioritizes distribution of medical supplies.
- Coordinates and operates Points of Distribution (POD) for Public Health issues (e.g., inoculations).
- Coordinates, operates and provides public health support to bulk potable water to Points of Distribution (POD's).
- Oversees water contamination confirmation and treatment procedures.
- Responsible for health-related Emergency Orders.
- Provides Health expertise to the legislative authority.
- Provides Public Health related information to the Joint Information Center (JIC). This may include the assignment of a Public Health PIO to assist the Incident PIO.
- Coordinates epidemic investigations and solutions.
- Advises shelter managers on food sanitation and illness prevention measures.
- Coordinates medical support for shelters.
- Coordinates all behavioral health support to residents and responders.
- Coordinates death certificate requirements.
- Activates any Strategic National Stockpile assets, as required.
- Activates medical caches.
- Develops public health related debris handling guidance.
- Mass fatalities/mortuary services

ESF 9: Search and Rescue (SAR)

The Las Animas County Search and Rescue Team

By Colorado Statute, the Las Animas County Sheriff's Office - is responsible for overall coordination of all Search and Rescue related operations.

C.R.S. 24-33.5-707 (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 office of emergency management only when and if the sheriff determines such additional assistance is required."

As directed by the Sheriff, an Incident Commander may be assigned by the Sheriff for the SAR Mission, or the Sheriff may also request the Emergency Manager to assist with the mission. During a disaster, when appointed to this role, the Incident Commander, or a person designated by the Sheriff or Emergency Manager, may be assigned a role in the EOC as ESF 9 lead.

ESF 9 is responsible for coordinating the following operations. These operations are not listed in order of priority and some tasks may not be needed for every incident. In many cases, another EOC position may assist with these tasks. However, ESF 9 is responsible for the overall coordination.

- Assist the Las Animas County Search and Rescue Team as requested.
- Prioritizes rescue operations requiring county-level general support assets.
- Coordinate and provide pre and post event "Urban SAR" search planning or resource ordering and deployment.
- Coordinate resources to conduct post incident "safe and well" checks of community resident's sheltering-in-place.
- Provide coordination for transport of critical medical supplies, equipment or personnel in/out of a disaster area when roads are not passable by wheeled vehicles.

ESF 10: Hazardous Materials Response

The Designated Emergency Response Authorities (DERAs) Las Animas County Fire Protection Districts, The Las Animas County Sheriff, The Colorado State Patrol Hazmat Team, The Local Emergency Planning Commission (LEPC)

Colorado Revised Statutes 29-22-102 define the DERA. During an incident when the EOC is activated, the DERA or their appointed representative shall provide leadership of ESF 10.

ESF 10 is responsible for overall coordination of all Hazardous Materials (Haz-Mat) related operations, as directed by the DERA, the Incident Commander, the Emergency Manager, or a duly appointed designated individual. Hazardous materials are manufactured, stored, utilized, distributed and disposed of at numerous fixed facilities located throughout Las Animas County. Large quantities of hazardous materials are transported via highway, rail, air freight, and pipeline within, as well as, throughout the county and city on a daily basis. A high probability exists for an actual release occurring on any given day as a result of a transportation accident or fixed facility incident.

ESF 11: Natural Resources, Agriculture & Animal Services

Las Animas-Las Animas Counties District Health Department, CSU County Extension Service

ESF 11 is responsible for overall coordination of all agriculture/animal related operations, as directed by the Incident Commander, Emergency Manager or a person designated by either of those. ESF 11 is also

responsible for overall coordination of all-natural resource and environmental-related operations, as directed by the Incident Commander, Emergency Manager or a person designated by either of those. This also includes cultural-sensitive sites. In many cases, another EOC position may assist with these tasks; however, ESF 11 is responsible for the overall coordination.

ESF 11 is the LEAD for coordinating the following operations. These operations are not listed in order of priority and some tasks may not be needed for every incident:

- Coordinating with USDA and State for agriculture damage assessment.
- Coordinating for hay drops (by aircraft or vehicle).
- Coordinating with local businesses, ranchers, etc. for hay donations.
- Coordinating establishment/maintenance of water points/support for large animals.
- Coordinating for veterinary support to animal operations.
- Coordinating large and small animal sheltering.
- Coordinating with CART for large animal rescue.
- Coordinating with the City of Trinidad Code Enforcement for small animal rescue.
- Provides guidance on impacted Endangered Species.
- Coordinates with waste management businesses to determine acceptance conditions/standards for debris disposal at their sites.
- Coordinates with the County Road and Bridge Department to expand Solid Waste management operations.

ESF 12: Utilities & Energy

Public and Private Utility Companies (City of Trinidad Utilities, San Isabel Electric Assoc., Private Propane, Gasoline/Diesel Fuel Distributors)

ESF 12 The purpose of ESF 12 operations is to provide for the coordination and response of public and private utilities, personnel and resources during an incident of significance caused by natural, human-caused or terrorist acts. Public Utilities and private companies are responsible for providing electric; natural gas and propane; transportation fuels; water and wastewater services in Las Animas County.

A natural or human caused incident of significance may affect utilities or energy and fuel resources for the County. If this occurs, it will be necessary to assess damages to the energy, fuel resources, and distribution systems and to mitigate the impact of shortages or outages within affected areas. This includes developing plans and procedures to implement conservation measures in response to energy brownouts/blackouts. Power and fuel resources are critical to saving lives and protecting health, safety and property, as well as, enabling other emergency support functions to respond more effectively. Efforts to restore the energy systems following a major incident, shortage or outage are essential to disaster recovery.

ESF 13: Public Safety & Security (Law Enforcement Operations)

Las Animas County Sheriff's Office, Colorado State Patrol, The Aguilar Marshall's Office, Parks and Wildlife, Mutual Aid from Other Area Law Enforcement Offices, Colorado National Guard (CONG)

ESF 13 is responsible for overall coordination of all Law Enforcement related operations, as directed by the Sheriff, Incident Commander, Emergency Manager or a duly appointed person. Whenever possible

this desk should be chaired by a POST certified member of the Las Animas County Sheriff's Office, as assigned.

ESF 13 is the LEAD for coordinating the following operations. These operations are not listed in order of priority and some tasks may not be needed for every incident. In many cases, another EOC position may assist with these tasks. However, ESF 13 is responsible for:

- Evacuation planning and coordination
- Door-to-door evacuation notification, if logistically possible with the scope & scale of the event (Evacuations may alternatively be owned by the IMT & directed by the IC)
- Disaster area security/cordon, when not supported by an ICP
- Closing roads or coordinate road closures or other Traffic Control Points (TCPs) with Municipal/County/State resources, when not owned by the IMT
- Recommending Las Animas County Detention Center evacuation and subsequent coordination of support required for said jail evacuation and alternate site security when required
- Coordinating traffic control for disaster operations both inside and outside the disaster area, to include PODs, shelters, etc.

ESF 14: Resiliency, Recovery, Volunteer & Donation Management

Las Animas County Emergency Manager; Las Animas County Administrator; Finance Director/Budget Officer; Road and Bridge; Las Animas-Las Animas Counties District Health Department and Las Animas County Department of Human Services

Responsible for overall coordination of resiliency and recovery related operations, ESF 14 is the LEAD ESF for coordinating those activities which most directly impact the long-term well-being of the community and the economy. In many cases, another EOC position may assist with these tasks. The Las Animas County Resiliency Plan is the key planning document for the ESF. It is an ongoing project, which when completed will provide overall guidance and direction for the recovery process. In the shorter term, the following operations (not listed in order of priority) are an immediate area of focus:

- Re-entry planning and execution to evacuated areas
- Initial Assessments of damage or needs
- Residential structural habitability assessments
- Documentation for State and FEMA processes
- Collaboration with State and FEMA

ESF 15: Public Information, Whole Community Liaison

The Las Animas County Public Information Officer, Others as assigned to the Las Animas County Joint Information Center (JIC)

ESF 15 is responsible for overall coordination of all Public Information related operations. ESF 15 is the LEAD for coordinating the following operations:

- Coordinate information from the EOC to the Policy group, and messaging from the Policy group to the Las Animas County OEM.
- Provide a liaison between the EOC and the Joint Information Center (JIC).

- Identifies the need to activate the JIC and oversees the JIC, when activated.
- Identifies the location of JIC and coordinates with other jurisdictions/agencies for JIC staffing.
- Identify media staging areas and PIO support for those locations.
- Coordinate all media releases with the appropriate approving authorities.
- Coordinate all media interviews.
- Prepares all media briefings and press releases.
- Coordinates for information dissemination to United Way, County IT/websites, social media.
- Identify rumors and establishes rumor control.
- Ensure the JIC (or EOC when no JIC is activated) provides an operational area for the United Way Call Center (211) coordinator.
- Ensures 211 operator has all information possible.
- Facilitates all media briefings.
- Prepares (or oversees) all media briefing materials for LAC leadership.

ESF # 16 Economic Impact

Tourism / Economic Development

The Tourism / Economic Development Office has the lead role for ESF # 16.

5.5 GENERAL RESPONSIBILITIES

All Las Animas County Departments have general responsibilities during a disaster or emergency incident.

- ✓ Keeping all information discussed or disclosed in the EOC or during any Emergency Operations fully confidential
- ✓ Understanding their agency's emergency responsibilities as identified in this EOP and its supporting annexes/plans and assigning personnel to perform those functions
- ✓ Developing and maintaining internal policies, procedures, agreements and staffing patterns needed to meet their specific roles and responsibilities identified in the EOP and its supporting annexes/plans and in the Las Animas County Disaster Policy
- ✓ Developing and implementing departmental continuity of operations plans (COOP) to ensure that essential government services are provided to the public
- ✓ Considering the access and functional needs (AFN) of both their employees and of the public so that emergency response and recovery actions actively support the needs of our whole community. Accommodation of these needs is not just the law; it is also the right thing to do
- ✓ When appropriate, and as requested, provide staff as representatives to the Emergency Operations Center (EOC) in order to coordinate their assigned Emergency Support Function(s)
- ✓ Keeping the Policy Group, Las Animas County Administrator and the EOC leadership updated with key information relating to the response and recovery of the emergency or disaster situation

- ✓ To coordinate with the County Public Information Officer (PIO) and EOC leadership, by providing subject matter expertise as is needed as a part of both internal and public emergency information updates
- ✓ Assign personnel to attend EOC Team meetings, trainings and exercises, as appropriate
- ✓ In conjunction with Las Animas County disaster finance policies, to maintain records for all disaster/emergency-related expenses and to promptly submit them to the EOC Finance Team or (After the EOC has demobilized) to the Finance Office, for tracking and disaster cost recovery

A valid State of Colorado* issued Emergency Operations credential is required for all staff who work in the EOC, DAC, or other vital areas before entrance is allowed, including in the impacted areas or evacuation zones. (*See [NIMS](#))

5.6 DEPARTMENT SPECIFIC ROLES

The Roles & Responsibilities of Las Animas County Departments & Officials

This section will further define which Las Animas County Department lead by their respective manager will do what ESF in the EOC. Keep in mind that EOC operations are fluid and that no two disasters are alike. Skills and responsibilities are matched to what employees already do. Las Animas County Government consists of only a few employees and flexibility and adaptability are essential. Cross training for other ESFs is always welcomed.

5.6.1 Administrator

ESF # 5 Emergency Management

Leadership Role: Chief Executive Officer; oversees and directs all operations. The Administrator sets the overall atmosphere for emergency operations & inspires staff to maintain a “can do” attitude during Emergency Operations.

Under broad policy direction from the Board of County Commissioners, the County Administrator serves as the Chief Administrative Officer of Las Animas County Government; and serves as the ultimate executive manager for all county departments reporting to the BOCC.

Priorities include:

- Advising, along with the Emergency Manager, the BOCC on Disaster Declarations and Delegations of Authority
- Negotiating, along with the Emergency Manager, the terms of Delegations of Authority, to ensure that County interests are protected
- Providing EOC Leadership with Operational priorities
- Liaison activities with officials from other levels of government
- With the Finance Manager, assist with tracking overall incident expenses and budgetary concerns and issuing necessary budgetary restraints

5.6.2 Assessor' Office

ESF # 7 Only as needed, may or may not need a desk in the EOC

Leadership Role: Tax assessment & revenue collection, delivery of data to EOC staff, parcel maps, record of improvements upon parcels, ownership of real estate.

The Las Animas County Assessor's Office is responsible for valuing real and personal property, including residential, commercial and mobile home properties, as well as, agricultural land for property tax purposes. The data held by the office often proves highly valuable in a disaster. Coordination with the EOC staff concerning provision of property ownership and values in a timely and accurate manner can greatly assist emergency operations.

Priorities include:

- Coordination with the IT/GIS to store electronic tax data within the ESRI database
- Protections of all records
- Working with teams performing damage assessment surveys
- To develop and maintain a department Continuity of Operation (COOP) plan, and to be prepared to resume services to the public (even if on a limited basis) as soon as practical after any incident

5.6.3 Attorney (County Attorney)

When directed by the Policy Group or County Administrator the Las Animas County Attorney consultation or document review may be needed to provide legal advice and leadership. No pre-existing duties are prescribed for EOC Operations.

The County Attorney's Office is responsible for:

- Functioning as the principal legal advisor to Las Animas County government
- Providing an interpretation of federal, state and local laws and regulations to ensure that Las Animas County is operating within the law during all phases of disaster planning, response and recovery
- Providing legal guidance for disaster policies implemented to support response and recovery operations

5.6.4 Board of Commissioners

Leadership Role: As members of the Policy Group, the BOCC provides the public face of Emergency Operations

The BOCC provides broad policy direction to the Emergency Administrator and County Administrator. The BOCC provides policy level guidance to Las Animas County Government;

both at the department level and to all personnel engaged in disaster response and recovery efforts.

Priorities include:

- Along with the Finance Director, determine and authorize the level of commitment of County resources and funds for disaster response and recovery as permitted by law
- Making a disaster declaration when, in the opinion of the Board Chair and thereafter the BOCC, a disaster or extraordinary emergency event has occurred or the threat of such an event is imminent
- Ultimate approval of all Delegations of Authority
- Final legal authority and responsibility for all Las Animas County activities including all Emergency Operations

5.6.5 Clerk & Recorder

The Clerk & Records Office does not have an assigned ESF.

Leadership Role: In charge of all matters concerning elections, motor vehicle registrations. During a disaster, the Clerk will record all BOCC actions.

The Clerk & Recorder is responsible for all matters pertaining to elections. During a disaster or threat impacting elections The Clerk & Recorder's Office should immediately notify the Office of Emergency Management of any needs or concerns relating to elections. The EOC will be activated to provide resource support to the Clerk & Recorder's Office as needed. The Clerk & Recorder Staff may be utilized for EOC activities, as directed, to assist with legal records, planning or other relevant activities in the EOC.

Responsibilities include:

- Assuring the safety and preservation of vital records necessary to maintain government continuity of operations
- Coordinating a system for citizens to replace lost documentation under the authority of the Clerk & Recorder's Office
- Maintaining emergency plans for elections
- To develop and maintain a department Continuity of Operation (COOP) plan and to be prepared to resume services to the public (even if on a limited basis) as soon as practical after any incident
- Recording official documents during a disaster

5.6.6 Coroner

ESF # 8 Public Health & Medical Services (Mass Fatalities)

Leadership Role: Ensuring a full and fair investigation of cause of death and a dignified treatment of remains. Just in time training of any additional staff. Full ownership of death notifications of and contacts with of next of kin.

Coroner activities are self-directed and these [duties are defined by Colorado Revised Statutes](#). The coroner's office is led by the coroner, a duly elected Las Animas County Official who has several deputy coroners on staff. Mutual Aid Agreements for regional mutual support are currently in place. In a disaster with a large loss of life the Coroner's Office should inform the EOC when resource needs are in excess of local capacity to respond. The Coroner's Office will work with the County PIO, the Policy Group and with other officials as needed to explain the legal requirements for the death notification process and be sure that the media and the public are informed in the correct manner and that violations of the notification laws do not occur.

At no time are any EOC staff, or Las Animas County Employees to speak with anyone concerning incident deaths. All inquiries should be directed to the coroner. All information concerning incident fatalities must be cleared by the coroner before any public information is released or press briefings discuss the details. The Coroner's Office shall advise the Policy Group, the Emergency Manager, the County Administrator and EOC staff on matters pertaining to the handling, disposition, and identification of the deceased. The coroner shall establish morgue facilities and direct the identification of the deceased.

5.6.7 Dispatch Center

ESF # 2 Communications

Leadership Role: [PSAP \(both 911 & non-emergency\)](#), [Dispatch & Accountability of First Responders](#), [Public Alert & Warning Notifications](#), and [Resource Ordering, Coordination With Other Dispatch Centers](#).

[City of Trinidad Dispatch Center](#) operates 24 x 7 x 365. All local responders within Las Animas County utilize the City of Trinidad Dispatch Center and its [CAD system](#) to dispatch their resources and to track and record their operations. Dispatch is often the first to be overwhelmed as a disaster or large incident unfolds. Communications plans are in place to get dispatcher assistance with call logging during a disaster or other incident requiring a large number of responders. It is often necessary for a liaison officer from Dispatch to serve in the EOC and a Communications Desk in the EOC will normally need to be staffed during all operational periods.

Priorities Include:

- Issuing Policy Group/Key Stakeholders Code Red (Reverse 911) notifications concerning unfolding events, potentially developing weather or other matters which have the possibility to impact Community Lifelines

- Issuing Code Red/Reverse 911 notifications to the general public concerning threats or potential threats to the public safety. When possible, all Public Notifications should include:
 - ✓ The Source; (I.e. The Las Animas County Sheriff's Office)
 - ✓ What Is the Specific Threat?
 - ✓ How Bad Is the Threat?
 - ✓ Where Is the Threat? Be specific, Be precise.
 - ✓ When Is the Threat Going to Impact; (The ETA; Immediate? In 2 hours?)
 - ✓ What The Public Should Do - How Best to Get Out of Harm's Way
 - ✓ The Time/Date When Issued & When It Will Expire
 - ✓ Where to Get More Information (E.g. The [NWS](#))
- Helping the EOC Logistic Team transition to ownership of the Resource Mobilization and ordering process

5.6.8 Finance Department

ESF # 7 Logistics Management & Resource Support

Leadership Role: resources ordering approval, tracking and reporting expenditures during and after the incident.

The Las Animas County Finance Department oversees all expenditures made during an incident requiring EOC activation and resource ordering. The Finance Director or appointee will approve all resources ordering from within the EOC. The Finance Team will approve all 213rr forms and oversee all purchases and contracting of services in conjunctions with the Emergency Manager or appointee.

Other Priorities Include:

- Maintaining continuous first responder communications and radio traffic logging during any incident
- Getting assistance for other Dispatch Call Centers as may be needed
- Maintaining normal financial duties, such as employee pay and accounts receivable and payable
- To develop and maintain a department Continuity of Operation (COOP) plan and to be prepared to resume services to the public (even if on a limited basis) as soon as practical after any incident
- Providing emergency procedures for purchasing supplies and/or equipment necessary for response and recovery operations in the EOC & DAC
- Maintaining detailed financial records of all incident costs accrued during an emergency or disaster
- Coordinating the preparation of reports for state and federal reimbursements for the State and FEMA

- Providing county financial information to state and federal governments for emergency and recovery disaster relief and future reimbursement
- Coordinating with the elected officials, appointed officials and department heads on disaster fiscal policy, records, and expenditures
- Collecting damage assessment data of County-owned property for the purposes of coordinating insurance claims and reporting for FEMA and State documentation
- Providing guidance regarding fund usage during emergencies as needed
- Assuring the appropriate use of budget supplemental as to not hinder emergency needs and expenditures
- Identifying County funding limits recommending state and/or federal assistance

5.6.9 GIS (IT / GIS Office)

ESF # 7 Logistics Management & Resource Support

[GIS](#) shall be operational in the EOC in order to provide staff with mapping and other database information from the [ESRI database](#) to support Planning and Operations. In a large incident, outside responders will need rapid access to local information and maps.

Pre-incident Priorities Include:

- Compile and maintain a database of Critical Infrastructure within the County
- Compile and maintain a database of Key Natural Resources within the County
- Train staff on use of the ESRI database & related GIS tools
-

During an Incident Priorities Include:

- Provide Maps & GIS data to support all OEM Operations, this is especially urgent in the EOC
- Assist the Assessor's Office with provision of Real Property Classifications
 - ✓ Property physical inventories
 - ✓ Structure diagrams and values
 - ✓ Site pictures
 - ✓ Property ownership records
 - ✓ Aerial photographs

5.6.10 Human Resources

ESF # 7 Logistics Management & Resource Support

HR should maintain a current list of all County employees and their contact information. In a large incident, certain staff may be needed and other staff told to stay home, per the direction of the Administrator or the BOCC. The initial role of HR in the EOC will be to communicate with staff concerning these needs. If operations continue for more than 1 operation period, HR will help the EOC manager develop a staffing plan.

HR will also be tasked to assist the Finance Team with Resource Ordering.

Other Priorities Include:

- Providing information to County employees and their families on available benefits to include assistance with medical insurance claims and access to counseling services
- Developing and maintaining a HR departmental Continuity of Operation plan. HR should be prepared to resume services to Las Animas County employees (even if on a limited basis) as soon as practical after an incident
- Coordinating workers compensation claims with third party administrator, county departments and injured employees
- Coordinating with Public Information Office to provide messaging to County employees regarding the impacts to County workers
- Recruiting and hiring temporary workers for emergency related employment
- Providing direction and guidance for the development and implementation of disaster employment related policies
- Oversight of Las Animas County Volunteer Applications

5.6.11 Human Services

ESF # 6 Mass Care

Leadership Roles: Running the Disaster Assistance Center (DAC). Activities include: Emergency Assistance, Temporary Housing & Human Services, the [Colorado Benefit Management System](#) (AKA PEAK). Human Services, Child Welfare, At Risk Populations, Other Social Services, Supervising all DAC Operations.

Las Animas County [Human Services](#) will coordinate their disaster operations in conjunction with those offered in DAC.

Field Code Changed

[The Las Animas County Department of Human Services](#) is responsible for:

Field Code Changed

- When available, providing referral services to assist disaster victims with unmet needs
- Providing referral services for crisis-oriented mental health services during and after the emergency or disaster
- May assist with disaster donations and volunteer management
- Coordinating with Colorado Department of Human Services (CDHS) for disaster and/or emergency assistance funds. [These funds are based on availability of Temporary Assistance for Needy Families \(TANF Reserve\) funding.](#)
- Through The DAC:
 - ✓ Coordinating with non-profit organizations which provide any post disaster assistance for those who have been impacted by the incident, this may include:
 - Temporary housing assistance
 - Assistance with clean-up
 - Food or medical services assistance
 - -Adult and family assistance for disaster victims

5.6.12 IT (IT / GIS Office)

ESF # 2 Communications

ESF # 7 Logistics Management & Resource Support

Leadership Role: To get the EOC, DAC and other emergency operations sites up and running with any needed network and telephone systems. To keep Las Animas County Communications Infrastructure operational (or to restore operations as needed). To serve as a Liaison for private sector or state/federal communications teams in support of private communications infrastructure.

Information Technology (IT) is responsible for:

- Assuring that county information technology capabilities are maintained during an emergency or disaster and restoring service if the networks are damaged
- Oversight in maintaining the uninterrupted continuous operation of Las Animas County and private sector provider communications systems
- Fulfilling the IT needs of the EOC and DAC
- Fulfilling the IT needs of the Sheriff's Office/Detention Center
- Fulfilling the IT needs of the Clerk's Office during elections
- Fulfilling the IT needs of any temporary office or facility required to fulfill any County Departments Continuity of Operations Activities

5.6.13 Land Use / Planning

ESF # 6 Mass Care, Emergency Assistance

ESF # 5 EOC Planning Team

Leadership Role: Leadership of the Planning Team in the EOC.

The Land Use Office will staff any evacuation rally point in the early hours of any flood event which requires evacuations; this includes tracking of those residents who assemble, and dissemination of relevant information, including the location of shelters. After operations at the rally point have ended, Land Use will transition to the EOC, and from a Planning Team. Other staff may be assigned to Damage Assessment Teams as directed.

The Land Use and Building Authority activities include:

- Determining the extent and type of building damage, including any use restrictions and whether services can be restored
- Monitoring rebuilding in the recovery phase in conjunction with transportation and engineering, coordinating with utility providers for the safe reconnection of utility services

- Providing building permitting guidance and direction
- Providing guidance and direction regarding disaster and post-disaster temporary land use issues:
 - ✓ Land use codes
 - ✓ Land development
 - ✓ Building permitting
 - ✓ Temporary housing
 - ✓ Debris drop-off sites
 - ✓ Temporary/expedited administrative permitting process
 - ✓ Providing guidance and direction for the transition from temporary land use issues to long term recovery

5.6.14 Emergency Management (OEM)

ESF # 5 Emergency Management

Leadership Role: Coordinating Las Animas County Emergency Operations. Opening and Operating the EOC.

The Emergency Manager leads the Las Animas County Office of Emergency Management (OEM) which serves as the lead Las Animas County office for the development and implementation of the Emergency Operations Plan. OEM maintains a county emergency management program dedicated to preparing for, responding to and recovering from disasters affecting the citizens of Las Animas County.

In a disaster, all EOC staff serve and answer to the Emergency Manager, who has overall responsibility for and leadership of Las Animas County Emergency Operations

Emergency Operations Activities Include:

- Creation and periodic updates of the Las Animas County Emergency Operations Plan (EOP) and associated annexes
- Monitoring Lifelines
- Working with any agency, as may be required (public or private) to restore impacted lifelines and to produce viable short-term solutions to no functioning Lifelines
- Opening the EOC and oversight of all EOC activities
- Oversight of all other Las Animas County Emergency Operations
- Disaster Consequence Management; the coordination of the emergency support activities of governmental (and supporting private sector agencies) during disaster response
- Apprising the BOCC of the overall preparedness of Las Animas County agencies' plans to respond to all types of disasters or emergencies
- Fostering situational awareness by informing Las Animas County officials, neighboring jurisdictions and other key partners of the status of the emergency or disaster situation
- Assisting the BOCC in seeking support from state and federal emergency resources to supplement Las Animas County efforts

- Ensuring that the appropriate elected officials, department heads and support agencies are aware of the responsibilities herein
- Coordination of the Multi-Agency Coordination (MAC) system before, during and after an incident to effect an integrated and collaborative response effort
- Coordination of Damage Assessments
- Planning and coordinating evacuations in conjunction with the Incident Commander and the Sheriff
- Planning and coordinating shelters operations, in conjunction with the Red Cross and other partners as needed
- Planning and coordinating a phased re-entry process
- Advising the EOC Manager or appointee on all operational guidance coming from the Policy Group
- Seeking grants and emergency operational funding as needed
- Determining additional representation from County departments/divisions as appropriate

5.6.15 Public Information Officer

ESF # 15 External Affairs (PIO)

Leadership Role: Managing the Joint Information Center (JIC). Keeps the Public and media up to date on all matters relating to Emergency Operations activities and the status of the incident, including social media.

The Public Information Office is responsible for:

- Leadership of the JIC, and direction of media relations
- Directing and collaborating with other PIOs to get the latest information from the scene to those within the EOC (other departments working the incident) so they can adjust their services as needed
- Coordinating with EOC in support of BOCC Policy Group in the development of accurate, consistent and BOCC approved messaging
- Providing a central place from which to distribute public information by establishing and coordinating a joint information center for county departments working the incident
- Disseminating emergent and pertinent (need to know) details to the public on evacuations, closures, process, etc., through county public communications channels
- Communicating to county employees regarding impacts to county government, closures or special work instructions
- Responding to media requests and providing them with pertinent information that the incident PIO may not have been able to get to
- Serving as the communications lead for the Emergency Manager/Recovery Coordinator to establish a main communication source through which all disaster recovery public information will flow
- During disaster recovery, ensuring a single source for information relating to services available to assist those impacted by the disaster

5.6.16 Recovery Manager

ESF # 5 Emergency Management; Recovery Operations
ESF # 7 Resource management & Logistics

Leadership Role: During the early phases of EOC Operations, the Recovery manager shall serve on the planning team. Transition to Recovery Operation planning shall occur, as soon as practicable, once incident operations are winding down. The Recovery Manager leads this transition process and subsequently all Recover Operations. See the Las Animas County Recovery Plan for more information.

5.6.17 Public Works

Including The Las Animas County Road & Bridge Department

ESF # 3 Public Works and Engineering
ESF # 1 Transportation

Leadership Role: Oversight of Las Animas County Road & Bridge Operations. Coordination with ESF # 1 (Transportation) staff, which includes CDOT and private contractors. Assessment of and repairs to the Transportation Lifeline.

Responsibilities Include:

- Providing engineering support to the Road & Bridge Department in assessing damage, providing emergency repair recommendations and identifying permanent repairs, as needed to County-owned property within the right-of-way
- Coordinating debris-management activities from within the Las Animas County right of way following a disaster or emergency in collaboration with the Recovery Manager or appointee
- Providing emergency traffic control equipment and traffic control, including the establishment of emergency traffic routes
- When available, providing heavy equipment for disaster response and recovery operations or procuring such equipment from the private sector or other sources
- Communicating with municipal public works departments to determine the type and level of County Road & Bridge assistance able to be provided
- May serve in a Liaison capacity to the Colorado Department of Transportation

5.6.18 Sheriff's Office

ESF # 13 Public Safety & Security (Law Enforcement)

Leadership Role: The Sherriff or appointed deputy (Undersheriff or Command Staff) shall be responsible for Incident Command for all law enforcement incidents, and may be Incident Commander or participate in a Joint Command for other incidents, except fire. The Sheriff is normally responsible for pulling the trigger on evacuations, getting the people out safely and then providing security for evacuated areas,

and all Emergency Operations, including the EOC. If an incident Impacts (or threatens to impact the Detention Center, the Sheriff is responsible for inmate evacuations and transport.

The Sheriff will work with the other counties, departments, and state agencies via Mutual Aid Agreements to assure needed staffing to conduct operations, including law enforcement, evacuations and traffic control. The sheriff shall notify the EOC of additional staffing needs as events warrant.

The [Sheriff's Office](#) is also responsible for:

Patrol Division:

- Coordinating the Patrol Division operations
- Coordinating the District Attorney's Office for Investigations
- Implementing appropriate on-scene policies, procedures in accordance with [NIMS](#) guidelines and principles
- Identifying actions to be taken to protect people (including those with access and functional needs AFN), infrastructure, property and the environment
- Establishing and maintaining law and order
- Controlling access to and traffic around the area affected by any disaster or emergency
- Initiating the evacuation of persons who are, or might be, threatened by an imminent disaster or emergency
- Enforcing Evacuation areas as appropriate
- Enforcing quarantines and evacuations as appropriate
- When necessary, coordinating with incident command and dispatch the activation of Code Red Alerts/Reverse 911 alerts

Jail:

- Coordinate evacuation of the Las Animas County Detention Center and movement of inmates to an alternate secure site

5.6.19 [Treasurer](#)

The Office of the Las Animas County Treasurer has responsibility for the collection, custody and distribution of county funds. The collection process consists of the preparation and dispatching of annual tax notices, including those in a delinquent state, for all real estate in Las Animas County.

This office provides an important source of revenue for the County. While the Treasurer does not normally have a direct role in the EOC, or in Emergency Operations, staff may be asked to support Emergency Operations as needed.

Other Priorities Include:

- Maintaining or restoring normal financial duties
- Developing and maintaining a departmental Continuity of Operation plan, and records protection
- The Treasurer's Office should be prepared to resume services (even if limited) as soon as practical after an incident

5.6.20 Wildfire Mitigation Program

ESF # 4	Firefighting Logistics Liaison
ESF # 7	EOC Logistics Management & Resource Support
ESF # 5	Emergency Management (As Needed)

Leadership Roles: Team Safety Briefings, Liaison to Incident Command for Logistics & Geographic Support, Strike Team Leader (Damage Assessment), Division Leader for Strike Teams (Damage Assessment) After Action Reviews. Upon assignment to serve as leader of Damage Assessment Teams or in other roles as directed by the Las Animas County Emergency Manager.

Responsibilities Include:

- Providing support to Incident Command (especially in wildland fire) as needed
- Inputting and maintaining infrastructure and other key data into the Las Animas County GIS Database including:
 - ✓ Critical fire logistics data
 - ✓ Infrastructure
 - ✓ Key environmental resources
- Membership on (including leadership of) Damage Assessment Teams, or other emergency operations as directed
- Liaison with Incident Command
- Work as requested on the EOC planning Team
- Other duties as needed

5.7 REGIONAL GOVERNMENTS

There are several regional governmental agencies, offices or departments which may be asked to work with or coordinate Las Animas County in the EOC as needed. Others may be present in most (or all) activations.

These partners will generally operate in collaboration with Las Animas County staff and may or may not have pre-existing and independent guidelines concerning their emergency operations. Las Animas County staff will make every effort to partner with these agencies in a cooperative and flexible manner.

Staff representing these agencies will be required to provide valid credentials to gain entry to the EOC and will be required to follow EOC guidelines and policies and must treat all information revealed within the EOC as confidential.

Some of the agencies listed may be governmentally connected to Las Animas County and existing agreements may be in place defining interactions. Those agreements are beyond the scope of this plan to include, but should always be considered and reflected in Las Animas County Emergency Operations.

The list of primary agencies is included and listed below, should be considered flexible and subject to changes and additions as needed. Other potential partners may not be listed; however, may also be called upon during an incident.

A valid State of Colorado* issued Emergency Operations credentials are required for all staff who work in the EOC, DAC or other vital areas before entrance is allowed, including in the impacted areas or evacuation zones. (*See [NIMS](#))

All personnel operating in the EOC (or who are privileged to receive information through any medium) agree to keep all information concerning Emergency Operations occurring in Las Animas County fully confidential. No person may discuss or disclose anything disseminated from Las Animas County OEM without prior specific approval in writing. Communications published through WebEOC, email, or any other method are for Official use only.

5.7.1 Council of Governments

[South Central Council of Governments](#) (SCCOG) is a comprehensive community organization that provides many services to the Las Animas-Las Animas bi-county region. Such services include: 1) [Regional Community Development](#) through facilitated community dialogue, needs assessment and administration of various state economic development efforts and transportation planning; 2) [Care Services](#) programs offer non-medical in home services to clients to allow them to remain independent in their homes for as long as possible; 3) [Area Agency on Aging](#) (AAA) Senior Service Programs for those over sixty years of age; 4) [Public Transportation Program](#) providing transportation to the bi-county region; 5) [Housing Rehabilitation Program](#) provides single family owner-occupied rehabilitation of homes, energy assistance and down payment assistance; and 6) the [Early Learning Center](#) in Trinidad.

All personnel operating in the EOC (or who are privileged to receive information through any medium) agree to keep all information concerning Emergency Operations occurring in Las Animas County fully confidential. No person may discuss or disclose anything disseminated from Las Animas County OEM without prior specific approval in writing. Communications published through WebEOC, email, or any other method are for Official use only.

5.7.2 CSU Extension Office

The job of the [Colorado State University](#) Cooperative Extension is to provide you with those latest facts, research and expertise. Whether the topic is related to [Natural Resource Management](#), [Agriculture](#), [Family & Consumer Science](#), [4-H Youth Development](#) or Community Development, they are there to provide information. Other services are provided. Subject to developing agreements, the extension office may assist or even lead large animal sheltering operations.

5.7.3 CSU Forest Service

The mission of the [Colorado State Forest Service](#) is to achieve stewardship of Colorado's diverse forest environments for the benefit of present and future generations. They are a service and outreach agency of the Warner College of Natural Resources at Colorado State University.

5.7.4 Las Animas-Las Animas Counties Public Health

[Las Animas-Las Animas Counties Public Health](#) has a role in most incidents, but is an especially vital those incidents which are directly tied to public health.

In partnership with the community, their mission is to promote preventative health, education and to provide healthcare services that will enhance the quality of life for citizens of Las Animas and Las Animas Counties.

5.8 PRIVATE SECTOR PARTNERS

In the United States many critical services are provided by private or non-profit entities. Collaboration with these organizations is vital when disaster strikes. As needed, private sector stakeholders will be invited to work within the EOC in collaborative efforts to restore any relevant Lifeline.

Valid State of Colorado* issued Emergency Operations credentials are required for all staff who work in the EOC, DAC, or other vital areas before entrance is allowed, including in the impacted areas, or evacuation zones. (*See [NIMS](#)).

All personnel operating in the EOC (or who are privileged to receive information through any medium) agree to keep all information concerning Emergency Operations occurring in Las Animas County fully confidential. No person may discuss or disclose anything disseminated from Las Animas County OEM without prior specific approval in writing. Communications published through WebEOC, email, or any other method are for Official use only.

5.9 VOAD & NGOS

VOAD is short for [Voluntary Organizations Active in Disaster](#). NGOs is an abbreviation for [Non-Governmental Organizations](#). Fully vetted and recognized organizations may be invited to participate in Disaster Assistance and Recovery Operations with-in Las Animas County.

These organizations serve at the pleasure of the BOCC, the Emergency Manager and the County Administrator. Participation in the EOC or in Emergency Operations is not guaranteed. Self-Dispatching volunteers or organizations are not allowed. All NIMS / ICS guidelines still apply to all who are invited to serve in Las Animas County. (See the [National Response Framework](#)). A number of organizations have worked in Las Animas County on previous incidents. They often fill a vital role in services which otherwise might not be available to those impacted by a disaster.

Valid State of Colorado* issued Emergency Operations credentials are required for all staff who work in the EOC, DAC, or other vital areas before entrance is allowed, including in the impacted areas, or evacuation zones. (*See [NIMS](#))

All personnel operating in the EOC (or who are privileged to receive information through any medium) agree to keep all information concerning Emergency Operations occurring in Las Animas County fully confidential. No person may discuss or disclose anything disseminated from Las Animas County OEM without prior specific approval in writing. Communications published through WebEOC, email, or any other method are for Official use only.

5.10 STATE & FEDERAL AGENCIES

The Colorado Division of Homeland Security & Emergency Management (CDHSEM) is responsible for:

- Within their statutory authority (§24-33.5-705, C.R.S.), providing assistance and support to local jurisdictions when local resources are no longer effective to address an incident of significance.
- When appropriate, activating the State EOC in support of local jurisdictions and providing access to statewide mobilization resources.
- Interfacing with Federal agencies in the effort to support local goals and objectives.
- Being available on a 24-hour basis at **303-279-8855** to provide advice and technical assistance, state resources and coordinate supplemental assistance in support of local emergency management.

The Federal Government is responsible for:

- Through FEMA, responding to national emergencies and providing assistance to states when an emergency or disaster exceeds their resource capability.
- The Department of Homeland Security has the overall responsibility for the coordination of Federal emergency/disaster relief programs and supporting local and state government capabilities with resources.
- The roles and responsibilities of Federal resource providers are outlined in the [National Response Framework](#).

5.11 EOC OPERATIONS

ESFs & Lifelines

Emergency Operations can be complex; keep in mind that no two incidents are alike. Mind mapping the operations can help. All these teams will work in collaboration, as a “Team of Teams” to protect, or restore Community Lifelines. *Note, Resource Mobilization (ESF 7) occurs both within the EOC and in Incident Operation. The EOC normally manages the ordering process, while the resources are deployed to Incident Command. In some incidents, like wildland fire, this process is very complex and numerous State and Federal agencies might have ownership of the incident response. When this occurs (and those agencies are paying for the resources), the EOC may not ownership of Incident Commands Resource Mobilization.

EOC Operations & C-FLOP

Command Finance Logistics Operations Planning

The traditional ICS functions of Command, Finance, Logistics, Operations, and Planning (referred to as “C-FLOP”) are mapped in the EOC understanding the C-FLOP model can greatly assist in conceptually understanding EOC Operations. Additionally, the Planning Team should use the Operational “Planning P” to keep current operations effectively married to future operations. A good version of the Planning P for use in the EOC has been developed by EMSI and their document can be found at their link shown below:

<http://www.emsics.com/wp-content/uploads/2019/12/EMSI-Planning-P-2019-EOC-Operating-Cycle-8.5x11.pdf>

EOC personnel who are working in a “C-Flop” Capacity, should make use of the many forms for tracking and planning operations which are available from FEMA. These forms can be found in the NIMS ICS Forms Booklet, or by going to the website shown below:

<https://www.fema.gov/media-library/assets/documents/103505>

REFERENCES

Colorado Disaster Emergency Act, State of Colorado Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, *as amended*

Colorado Revised Statute §29-22-102, Designated Emergency Response Authority Colorado Revised Statutes §30-10-513, Wildland Fire Authority

Colorado Division of Homeland Security & Emergency Management (CDHSEM) Colorado Division of Fire Prevention and Control

Colorado Governor's Recovery Office

Comprehensive Preparedness Guide (CPG) 101, 2.0, FEMA, 2010- Developing and Maintaining Emergency Operations Plans

Colorado State Emergency Operations Plan

Las Animas County Hazard Mitigation Plan, 2017

Homeland Security Presidential Directive (HSPD)-5: Management of Domestic Incidents [National Disaster Recovery Framework](#) (NDRF)

[National Incident Management System](#) (NIMS) [National Response Framework](#) (NRF)

Presidential Policy Directive / PPD-8, National Preparedness

Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendment

{*Note: Many References are linked within this plan, with a hyperlink to a source or reference document which may be found online.}

GLOSSARY, ACRONYMS, AND TERMS

Agency: A division of government with a specific function offering a particular kind of assistance. In the [Incident Command System](#), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

All-Hazards: Describing an incident, natural or human caused, that warrants action to protect life, property, environment, public health or safety, and minimize disruptions of government, social, or economic activities.

Authority Having Jurisdiction (AHJ): the entity with the authority and responsibility for the operation or operations being conducted at any given level of response.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff: Consists of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Communications/Dispatch Center: Agency or interagency dispatcher centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. Center can serve as a primary coordination and support element of the multiagency coordination system (MACS) for an incident until other elements of MACS are formally established.

Community Lifelines: Lifelines describe those essential or critical services within a community which must be stabilized or re-established. They are what we are trying to restore - the ends — to alleviate threats to life and property.

Core Capabilities: Distinct critical elements necessary to achieve the National Preparedness Goal.

Delegation of Authority: A statement provided to the Incident Commander by the agency executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines as needed. Many agencies require written Delegation of Authority to be given to Incident Commanders prior to their assuming command on larger incidents.

Department Operations Center (DOC): An emergency operations center (EOC) specific to a single department or agency. Its focus is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff and Branch Directors.

Director: The [Incident Command System](#) title for individuals responsible for supervision of a Branch.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

Emergency: Any incident, whether natural or human caused, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Response Personnel: Includes Federal, State, territorial, tribal, regional and local governments, private-sector organizations, critical infrastructure owners and operators, nongovernmental organizations, and all other organizations and individuals who assume an emergency management role. These personnel are also known as emergency responders.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement and medical services), by jurisdiction (e.g., Federal, State, regional, tribal, city, county) or some combination thereof.

Emergency Operations Plan: The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

Emergency Public Information: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Evacuation: Organized, phased and supervised withdrawal, dispersal or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

Federal: Of or pertaining to the Federal Government of the United States of America.

Finance/Administration Section: Section responsible for all administrative and financial considerations surrounding an incident.

Function: Refers to the five major activities in the [Incident Command System](#): Command, Operations, Planning, Logistics and Finance/Administration. The term function is also used when describing the activity involved. These functions can be fire, law enforcement, search and rescue, utilities, transportation, mass care, etc. (The ESF's)

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

Group: Established to divide the incident management structure into functional areas of operation.

Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between Branches and Resources in the Operations Section. See Division.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted event or activity.

LMAC: The Las Animas County Multi-Agency Coordination Team. See **Multiagency Coordination (MAC) Group**.

Incident: An occurrence or event, natural or human caused, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies and other occurrences requiring an emergency response.

Incident Action Plan (IAP): An oral or written plan containing general objective reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command: Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Management: The broad spectrum of activities and organizations providing effective and efficient operations, coordination and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to and recover from an incident, regardless of cause, size or complexity.

Incident Management Team (IMT): An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. IMTs are generally grouped in five types. Types I and II are national teams, Type III are State or regional, Type IV are discipline or large jurisdiction-specific, while Type V are ad hoc incident command organizations typically used by smaller jurisdictions.

Incident Objectives: Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Initial Actions: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

Interoperability: The ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability is also defined as the emergency communications system that should be the same or linked to the same system that the jurisdiction uses for nonemergency procedures and should effectively interface with national standards as they are developed. The system should allow the sharing of data with other jurisdictions and levels of authority.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

Jurisdictional Agency: The agency having jurisdiction and responsibility for a specific geographical area.

Key Resources: Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer: A member of the Incident Command Staff or a member of the EOC Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

Lifelines: See Community Lifelines.

Local Government: A county, municipality, city, town, township, local public authority, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity.

Logistics: Providing resources and other services to support incident management.

Logistics Section: Section responsible for providing facilities, services, and material support for the incident.

Managers (ICS): Individuals within [Incident Command System](#) organizational Units that are assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

Mission Assignment: The mechanism used to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work. See also Pre-Scripted Mission Assignment.

Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

Mobilization: The process and procedures used by all organizations-Federal, State, tribal and local - for activating, assembling and transporting all resources that have been requested to respond to or support an incident.

Mobilization Guide: Reference document used by organizations outlining agreements, processes and procedures used by all participating agencies/organizations for activating, assembling and transporting resources.

Multiagency Coordination (MAC) Group: Typically, administrators/executives or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees or as otherwise defined by the system. It can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System(s) (MACS): Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures and communications. Two of the most commonly used elements are emergency operations centers and MAC Groups. These systems assist agencies and organizations responding to an incident.

Multijurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the [Incident Command System](#), these incidents will be managed under Unified Command.

Mutual Aid and Assistance Agreement (MAA): Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during and/or after an incident.

National: Of a nationwide character, including the Federal, State, tribal, and local aspects of governance and policy.

National Incident Management System (NIMS): Provides a systematic, proactive approach guiding government agencies at all levels, the private sector and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from and mitigate the effects of incidents, regardless of cause, size, location or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework (NRF): Guides how the Nation conducts all-hazards response. The Framework documents the key response principles, roles and structures that organize national response. It describes how communities, States, the Federal Government and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. And it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. It allows first responders, decision makers and supporting entities to provide a unified national response.

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12-24 hours.

Operations Section: Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In the [Incident Command System](#), it normally includes subordinate Branches, Divisions and/or Groups.

Organization: Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, private-sector organizations and nongovernmental organizations.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that [Incident Command System](#) principles and processes are functional and that personnel are working within established incident management guidelines.

Plain Language: Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purposes of [NIMS](#), plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

Planned Event: A planned, nonemergency activity (e.g., sporting event, concert, parade, etc.).

Planning Meeting: A meeting held as needed before and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

Planning Section: This Section is responsible for the collection, evaluation, and dissemination of operational information related to the incident; and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Pre-Positioned Resources: Resources moved to an area near the expected incident site in response to anticipated resource needs.

Preparedness: Actions taken to plan, organize, equip, train and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to and recover from those threats that pose the greatest risk. Within [NIMS](#), preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualifications, licensure and certification; and equipment certification.

Preparedness Organizations: The groups that provide coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees and Critical Infrastructure Sector Coordinating Councils).

Prevention: The capabilities necessary to avoid, prevent or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats.

Private Sector: Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry.

Protocols: Sets of established guidelines for actions (which may be designated by individuals, teams, functions or capabilities) under various specified conditions.

Public Information: Processes, procedures and systems for communicating timely, accurate, accessible information on the incident's cause, size and current situation; resources committed; and other matters of general interest to the public, responders and additional stakeholders (both directly affected and indirectly affected).

Public Information Officer (PIO): A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Publications Management: Subsystem used to manage the development, publication control, publication supply and distribution of [NIMS](#) materials.

Reimbursement: Mechanism used to recoup funds expended for incident-specific activities.

Resource Management: Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to or recover from an incident. Resource management under [NIMS](#) includes mutual aid and assistance agreements; the use of special Federal, State, tribal and local teams; and resource mobilization protocols.

Resource Tracking: A standardized, integrated process conducted prior to, during and after an incident by all emergency management/response personnel and their associated organizations.

Resources: Personnel and major items of equipment, supplies and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

Response: The capabilities necessary to save lives, protect property and the environment and meet basic human needs after an incident has occurred.

Safety Officer: A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

Section: The organizational level having responsibility for a major functional area of incident management (e.g., Operations, Planning, Logistics, Finance/Administration and Intelligence/Investigations (if established)). The Section is organizationally situated between the Branch and the Incident Command.

Single Resource: Individual personnel, supplies and equipment items and the operators associated with them.

Situation Report: Document that often contains confirmed or verified information regarding the specific details relating to an incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under [NIMS](#), an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

Staging Area: Established for the temporary location of available resources. A Staging Area can be any location in which personnel, supplies and equipment can be temporarily housed or parked while awaiting operational assignment.

Standard Operating Guidelines: A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

Standard Operating Procedure (SOP): Complete reference document or an operations manual that provides the purpose, authorities, duration and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

State: When capitalized, refers to any State of the United States.

Status Report: Relays information specifically related to the status of resources (e.g., the availability or assignment of resources).

Strategy: The general plan or direction selected to accomplish incident objectives.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel, common communications and a leader.

Supervisor: The [Incident Command System](#) title for an individual responsible for a Division or Group.

Supporting Agency: An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

System: An integrated combination of people, property, environment and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

Tactics: Deploying and directing resources on an incident to accomplish the objectives designated by the strategy.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Assistance: Support provided to State, tribal and local jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design or hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination or kidnapping.

Threat: An indication of possible violence, harm or danger.

Tracking and Reporting Resources: A standardized, integrated process conducted throughout the duration of an incident. This process provides incident managers with a clear picture of where resources are located; helps staff prepare to receive resources; protects the safety of personnel and security of supplies and equipment; and enables the coordination of movement of personnel, equipment and supplies.

Type: An [Incident Command System](#) resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity or (in the case of incident management teams) experience and qualifications.

Typing Resources: Resources are organized by category, kind and type, including size, capacity, capability, skill and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

Unified Approach: A major objective of preparedness efforts is to ensure mission integration and interoperability when responding to emerging crises that cross functional and jurisdictional lines, as well as, between public and private organizations.

Unified Area Command: Command system established when incidents under an Area Command are multi-jurisdictional. See Area Command.

Unified Command (UC): An [Incident Command System](#) application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

Unit: The organizational element with functional responsibility for a specific incident Planning, Logistics, or Finance/Administration activity.

Unit Leader: The individual in charge of managing Units within an [Incident Command System](#) (ICS) functional section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within [ICS](#), but many others will be assigned as Technical Specialists.

Unity of Command: Principle of management stating that each individual involved in incident operations will be assigned to only one supervisor.

Volunteer: For the purposes of [NIMS](#), any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation or receipt of compensation for services performed.

APPENDICES

Record of Changes

Brief Description of Change	Date of Change	Page(s) Affected	Change Made By

Distribution Of This Plan

Disaster/Emergency Declaration Template

Disaster/Emergency Declaration

WHEREAS, Las Animas County is experiencing _____;

WHEREAS, this has affected/will impact _____;

WHEREAS, the (fire, flood, event description) constitutes an occurring or imminent threat of widespread and severe damage, injury or loss of life or property resulting from a natural or human cause; and

NOW THEREFORE, BE IT RESOLVED, that the Chair of the Board of County Commissioners of Las Animas County, Colorado declares a disaster emergency/state of emergency in and for the County of Las Animas, Colorado.

DATED, THIS _____ DAY OF _____, 20____.

COUNTY OF LAS ANIMAS

STATE OF COLORADO

By _____ Chair

Board of County Commissioners

Attest:

County Clerk and Recorder

Date: _____

DELEGATION OF AUTHORITY (DoA) Templates

Sample DoA for Wildland Fire:

DELEGATION OF AUTHORITY

_____(Incident Name) _____ Wildland Fire

As of _____(date), I have delegated authority and responsibility for the management of the _____(incident) to Incident Commander _____ and your Type _____ Team. With the delegation comes the full authority to implement the selected Wildland Fire Situation Analysis (WFSA) alternatives and the responsibility for management of all aspects of the fire suppression effort. I want to emphasize the following key points of the selected strategy:

Provide for public and firefighter safety and protect all structures at all identified sites. Public and First Responder safety is your number one priority.

Protect critical infrastructure. This includes the Utility Sub stations, public safety communication assets, all water treatment plants and civilian communication infrastructure.

Work in coordination with the Las Animas County Sheriff's Office and the Las Animas County Office of Emergency Management to prepare and execute evacuation plans as needed. Follow the policy for national work/rest guidelines for all incident personnel. Shift lengths will conform to national policy with exceptions documented.

Night time operations are not constrained provided that you follow the risk assessment process to manage the risk and weigh the benefits of conducting two operational periods per day.

Finance consideration will be coordinated with the Financial Director of Las Animas County.

It is estimated that the final suppression cost will be \$ _____. You are expected to track all costs daily and consult with us if there is a potential to exceed the projected costs.

Coordination will be maintained with the County Emergency Manager and as required with the representative of Colorado Division of Local Affairs and the Division of Emergency Management for other financial considerations and disaster assistance.

Any significant changes to the WFSA in terms of time, cost and resources allocated and size will be documented with an amendment approved by the appropriate Line Officer in a timely manner. A copy of the WFSA is included in the Line Officer's Briefing package.

You are required to project the estimated total suppression cost for three days in the future and make this estimate known to the respective Agency Representative. This will assist if or when a revised Delegation of Authority may be required.

All land and resource damage caused by suppression will be rehabilitated prior to the home units reassuming control of the incident. This rehabilitation will include water bar construction, berm removal and dispersion of berm piles on all fire lines and safety zones.

After the agency administrator's briefing you and your incident management team will report to _____ and establish your Incident Command Post. You and the current Incident

Commander _____, will determine a transition and transfer of command time for the incident. A clear transition during a regular shift change is required in order to eliminate any confusion and enhance safety.

Manage the incident with consideration to produce as little environmental damage as possible.

Your environmental advisor is _____.

Key resource considerations are:

Constraints or restrictions for the suppression actions include:

The Incident Management Team (IMT) will coordinate all media contacts and releases with the Joint Information Center.

Your agency administrator is _____. Your Las Animas County Liaison is _____. You will keep key representatives informed of the fire status and costs.

These include _____ (name, position and contact information).

You have full authority and responsibility for managing incident activities, within the framework of statutory laws, United States Forest Service regulations and policy, Las Animas County Resolutions.

SIGNED:

Incident Commander

Chair, Board of County Commissioners
Las Animas County, Colorado

DATE: _____

Sample DoA (Flood, Tornado, Blizzard)

TO INCIDENT COMMANDER

Agency authority and responsibility for managing and controlling the Las Animas County (Flood, Tornado, Blizzard) presently impacting the _____ (define area) is hereby transferred to _____ (IC's name) as Incident Commander.

This transfer includes the authority to obligate agency funds necessary to pay for managing this incident.

As Incident Commander, you are accountable to me for the overall management of this incident including its control and return to local forces. I expect you to adhere to relevant and applicable laws, policies and professional standards. Managing resources and developing safe operations plans are your primary tasks, however, you are expected to do so in a manner that provides for the safety and well-being of involved personnel. Consideration for the safety and needs of local residents and the communities is essential for successful management of the incident. Cost-effective and cost-containment practices will be used at all times.

Other needs/constraints:

- Transition with existing forces will be handled smoothly but as rapidly as possible.
- Financial consideration will be coordinated with the Finance Director of Las Animas County.
- Coordination will be maintained with the representative of Colorado Division of Local Affairs and the Division of Emergency Management for other financial considerations and disaster assistance.
- Assist all municipalities and the County in developing a Debris Removal Plan, Damage Assessment Plan, Donations and Volunteer Management Plan and Long-Term Recovery Plan.

This transfer becomes effective at _____ (time) on the date of _____ (date), 20____, and may be changed or updated as conditions change.

Name

Chair, BOCC

Name

Incident Commander

Sample Emergency Order (EO)

MANDATORY EVACUATION ORDER

WHEREAS, Las Animas County has a wildfire of catastrophic level that started on _____ (date and time of fire) and is endangering the lives of residents living in the path of the fire.

WHEREAS, the fire conditions are at "Red Flag" levels due to high winds and low relative humidity; and

WHEREAS, the fire is threatening the homes of residents located in the areas _____ (describe the area such as west of I25 but south of State Highway 160 and north of State Highway 12); and

WHEREAS, the evacuation of these residents is required to ensure the safety of residents and firefighters; and

NOW, THEREFORE, BE IT RESOLVED, that the Board of County Commissioners of Las Animas County, Colorado, declare that a Mandatory Evacuation exists in Las Animas County for the areas of (same areas listed above).

DATED, THIS _____ DAY OF _____, 20____.

COUNTY OF LAS ANIMAS

STATE OF COLORADO

By _____ Chair

Board of County Commissioners

Attest:

County Clerk and Recorder

Date: _____

Separate Functional Annexes (Or Plans) Which Support This EOP

Alert & Warning Plan

Community Lifelines

Damage Assessment Plan

Debris Management Plan

Evacuation Plan, Pre-Incident

Evacuation Plan, Post Incident

Las Animas County Disaster Policy

Mass Care & Sheltering Plan

Recovery Plan

Re-Entry Plan

Resource Mobilization Plan