



# Grand County Emergency Operations Plan

## Base Plan

Adopted  
March 16<sup>th</sup>, 2016

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STATE OF COLORADO }  
 } SS.  
County of Grand }

At a regular meeting of the Board of County Commissioners for the Grand County, Colorado, held at the Grand County Administration Building in Hot Sulphur Springs on Tuesday, the 15<sup>th</sup> day of March, 2016 there were present:

E. Jane Tollett \_\_\_\_\_, Commissioner Chairman  
Kristen Manguso \_\_\_\_\_, Commissioner  
Merrit Linke \_\_\_\_\_, Commissioner  
Alan N. Hassler \_\_\_\_\_, County Attorney  
Edward T. Moyer \_\_\_\_\_, Interim County Manager  
Sara L. Rosene \_\_\_\_\_, Clerk of the Board

when the following proceedings, among others, were had and done, to wit:

**RESOLUTION NO. 2016-3-24**

**A RESOLUTION BY THE BOARD OF COUNTY COMMISSIONERS OF THE  
COUNTY OF GRAND, STATE OF COLORADO APPROVING AND ADOPTING THE  
GRAND COUNTY EMERGENCY OPERATIONS PLAN, BASE PLAN DATED  
MARCH 16, 2016**

WHEREAS, Nowell Curran, Office of Emergency Management Deputy Chief, presented to the Board of County Commissioners of the County of Grand, State of Colorado a proposed “Grand County Emergency Operations Plan, Base Plan” dated March 16, 2016 (“2016 EOP”), a copy of which is appended hereto and is incorporated in full herein by reference; and

WHEREAS, on April 10, 2012 and by Resolution No. 2012-4-19, the Board approved and adopted both the “Grand County Emergency Operations Plan” dated February 21, 2012 and the “Civil Emergency, Emergency, or Local Disaster Regulations” (“Regulations”); and

WHEREAS, the EOP establishes the structure for a coordinated response to various types of natural, technological, manmade emergencies and disasters, and terrorist attacks; and

WHEREAS, complete Annex plans and Incident Specific Annex plans to support the EOP have not been developed at the time of adoption of the EOP; however, the adoption of the Base EOP provides a foundation for additional Annex documents to be added; and

WHEREAS, the 2016 EOP supersedes all other versions of this plan and is effective immediately upon adoption for planning, training and exercising; and

WHEREAS, however, the Regulations are one such Annex plan and any Annex plan not amended, revised, rescinded or repealed by the 2016 EOP is unaffected by the adoption of the 2016 EOP; and

WHEREAS, the Office of Emergency Management will continue to work on the development and adoption of additional Annex documents; and

WHEREAS, the Office of Emergency Management is responsible to review the EOP and Annex documents on the third year anniversary of adoption; and

WHEREAS, the Director of Emergency Management is responsible for annual updates and revisions to the EOP; and

WHEREAS, any significant change or update to the EOP or Annex plan shall be made with the applicable plan holder; otherwise, changes will be reviewed and incorporated into the EOP at the next scheduled update; and

WHEREAS, the Director of Emergency Management is responsible for annual updates and revisions to the EOP; and

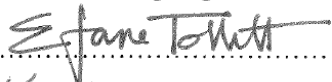
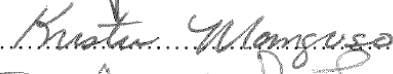
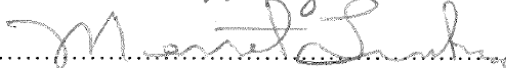
WHEREAS, any significant change or update to the EOP or Annex plan shall be made with the applicable plan holder; otherwise, changes will be reviewed and incorporated into the EOP at the next scheduled update; and

WHEREAS, the Board has reviewed the 2016 EOP and has determined it, as amended, to be appropriate and in the best interest of the health, safety, and welfare of the citizens of Grand County.

NOW THEREFORE, be it resolved by the Board of County Commissioners of the County of Grand, State of Colorado that the "Grand County Emergency Operations Plan, Base Plan" dated March 16, 2016 be and is hereby approved and adopted as amended, effective immediately.

BE IT FURTHER RESOLVED, all previously approved versions of Emergency Operations Plans, Base Plan, are hereby repealed; however, the Civil Emergency, Emergency, or Local Disaster Regulations developed under or in conjunction with prior Emergency Operations Plans, shall continue in full force and effect, and any Annex plan not specifically amended, revised, rescinded or repealed by the 2016 Emergency Operations Plan, shall continue in full force and effect.

Upon motion duly made the foregoing resolution was adopted by the following vote:

	..... Aye
	..... Aye
	..... Aye

Commissioners

STATE OF COLORADO    }  
                                   } SS.  
 County of Grand        }

I, ....., County Clerk and ex-officio Clerk of the Board of County Commissioners in and for the County and State aforesaid do hereby certify that the annexed and foregoing Order is truly copied from the Records of the Proceedings of the Board of County Commissioners for said Grand County, now in my office.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of said County, at Hot Sulphur Springs, this ..... day of ..... A.D. 20.....

County Clerk and ex-officio Clerk of the Board of Commissioners.

## RECORD OF CHANGES

All changes are to be annotated on the master copy of the GC-EOP. Should the change be significant in nature, update shall be made to with the applicable plan holders. If not, changes will be reviewed and incorporated into GC-EOP at a scheduled update.

Date Posted	Change	Page/paragraph/subject header	Recommending agency/individual

## Introduction

The Grand County Emergency Operations Plan, hereafter referred to as the GC-EOP has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992, the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG 101), the National Response Framework (NRF) and the National Incident Management System (NIMS). It strives to meet the requirements of other State and Federal guidelines for local emergency management plans and programs. The GC-EOP establishes the structure for a coordinated response to various types of natural, technological, manmade emergencies and disasters, and terrorist attacks.

The GC-EOP strives to recognize and respect the statutory authority of the Grand County Government and Elected Offices identified in CRS Title 30. The GC-EOP is written from the perspective that all emergencies and disasters begin and end at the Local Government level.

The GC-EOP provides a basis for the coordinated planning and management of types of emergencies and disaster events most likely to occur in Grand County and those emergencies and disaster events of “countywide interest”. All Elected Offices and County Departments tasked in this plan are responsible for developing and maintaining the standard operating procedures and training necessary for implementing the assigned duties and functions of the GC-EOP.

Elected Offices and individual County Departmental plans or annexes are to be attachments of this document as they are developed. The GC-EOP is not intended to replace Office or Department standard operating procedures (SOP), or to interfere in the execution of any statutory authority of Constitutional Offices under the Colorado Revised Statutes.

The GC-EOP will maintain its value by requiring all emergency planning directed by outside agencies and departments by coordinated with the Director of Emergency Management.

The GC-EOP is intended to be used when a situation requires multiple Offices or Departments are involved in coordination and integration with outside agencies and entities, an emergency or disaster declaration, or when an incident escalates beyond the capabilities of Grand County and it is necessary to seek State and/or Federal Assistance.

The BOCC recognizes that emergencies and disasters may be positively influenced by the pre-established authority delegated to the Director of Emergency Management to act immediately under the concepts and authorizations of the GC-EOP. The BOCC authorizes the Director of Emergency Management to act in the pre-disaster declaration time frame until such official declaration can be made by the Board of County Commissioners or the County Manager if the BOCC has delegated this authority. The emergency authority of the Director of Emergency Management consists of ordering and mobilizing resources, requesting mutual-aid, and spending to respond to an emergency or disaster. The Director of Emergency Management will as soon as practical make full notification to the County Manager and BOCC of such actions taken during the pre-disaster declaration period.

The GC-EOP does not address emergency planning and management of Municipalities or Special Districts. These political subdivisions are responsible for the development and maintaining of their emergency operations plans (EOP) and annex documents, standard

operating procedures and training necessary for implementing assigned duties and functions of their individual EOP. It is the responsibility of the Grand County Office of Emergency Management (OEM) through the Director of Emergency Management, to coordinate and integrate planning of the GC-EOP with Town Governments and Special Districts, and other Non-Governmental Entities and Agencies.

The Director of Emergency Management is responsible for annual updates and revisions to this document. The Director of Emergency Management will develop training and exercise programs to familiarize County Offices, Departments, personnel, emergency response agencies, other governments and special districts, volunteer organizations, and appropriate non-governmental organizations with the provisions of the GC-EOP. The Director of Emergency Management is responsible for supporting the incident command and other systems utilized in the dissemination of emergency planning and response information to the citizens of Grand County.

## **Purpose**

The purpose of the GC-EOP is to:

- A. Identify the roles, responsibilities and actions required of the Director of Emergency Management, Elected Offices and County Departments in preparing and responding to emergencies and disasters
- B. Establish the governing plan for all emergency plans within Grand County Government
- C. Establish the framework for all plans developed and used by Offices and Departments, Town Governments and Special Districts
- D. Ensure a coordinated response by local, state and federal governments by the use of the NIMS in managing emergencies or disasters; to save lives, prevent injuries, protect property and the environment, and to return the affected area to a state of normalcy as quickly as possible
- E. Provide a framework for policies, objectives and approaches for coordinating, integrating and administering the GC-EOP's and related programs of the County, State and Federal Government
- F. Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts

## Scope

The GC-EOP Emergency Operations Plan uses an all-hazards approach that addresses a full range of complex and constantly changing needs in anticipation of or in response to natural, technological, man-made, emerging human illness, and other emergencies. The GC-EOP details the specific incident management roles and responsibilities of Offices, departments and enterprises involved in emergency preparedness, response and recovery.

The GC-EOP recognizes and respects the legal jurisdictional boundaries of Municipal governments as well as service plan boundaries of Special Districts. GC-EOP does not specifically address the emergency planning process or actions necessary and/or required by other Municipal governments or Special Districts.

**Base Plan:** Describes the structure and processes comprising a countywide approach to incident management designed to integrate the efforts and resources of local government, private-sector, and non-governmental organizations. The Base Plan includes planning assumptions, roles and responsibilities, policies, initial actions, and plan maintenance instructions

**Emergency Support Function (ESF) Annexes:** Details the missions, policies, structures, and responsibilities of local agencies for coordinating resource and programmatic support to local agencies or other jurisdictions and entities during incidents.

The GC-EOP does not specifically address recovery task force concepts, long-term recovery, reconstruction and redevelopment which would likely be associated with any major disaster. The GC-EOP will strive to provide a structure throughout the phases of response which may include as examples: full incident stabilization, property protection, emergency protective actions, short term housing, debris removal, donations management, and volunteer coordination. The long-term recovery and recovery task force concepts will be developed in a separate planning document.

## Situation Overview

### Relative Probability of Impact

Grand County is situated in the high mountain environment of a water shed basin. The geography and extensive wild land-urban interface of Grand County creates susceptibility to the impacts from Wildfire, Winter Storms, and Flood and Flooding as a result of Dam Failure

Grand County is a combination resort and ranching community with a high ratio of second home owners to full-time residents. Grand County experiences high volume surge populations during winter and summer months as well as Amtrak passenger train service. The opportunity for high concentrations of people in commercial facilities, chairlifts, and passenger rail cars and in the backcountry pose a significant potential for a Mass Casualty Incident (MCI). Depending upon



the extent of injuries and fatalities these incidents would exceed the capability and capacity of Grand County Public Safety Agencies, Emergency Medical Healthcare facilities, and Office of the Coroner.

### **Mitigation Planning**

Grand County Board of County Commissioners adopted and approved the Grand County Pre-Disaster Mitigation Plan by Resolution 2015-5-3 on May 12<sup>th</sup>, 2015. The document was developed by a multi-jurisdictional planning team and is available to the public on the Office of Emergency Management website.

Grand County Board of County Commissioners approved the Grand County Wildfire Protection Plan in December of 2006

### **Geography**

Grand County encompasses approximately 1874 square miles and the topography includes broad mountain valleys flanked by high peaks. Principal mountain ranges are; Rabbit Ears Range, Gore Range, Never Summer Range, and the Front Range. Elevations range from 7,300 feet along the Colorado River in Gore Canyon to 13,553 feet at the summit of Pettingell Peak on the Continental Divide.

Grand County has four drainage basins that make-up the Headwaters of the Colorado River. Six large reservoirs scattered throughout the County impact water flows into each of the river basins and ultimately affect the Colorado River.

Grand County Government critical infrastructure based upon location has a low vulnerability to the prioritized hazards identified in the Pre-Disaster Mitigation Plan (May, 2015) however it is highly vulnerable in the eventuality of a failure of any of the Class I dams upstream of the County Seat. The towns of Fraser, Winter Park, Granby, Grand Lake, Hot Sulphur Springs, Kremmling have administrative buildings, Police Departments, Fire Stations, Schools, and Recreation Centers that may have higher vulnerabilities based on their location.

The County transportation infrastructure consists of five state highways, highway 40, 9, 14, 34, 125 and 134 in addition to an extensive secondary county road system; approximately 758 total miles. The County has limited alternate routes to access certain areas of the County because of geography.

### **Demographics**

2010 Census data shows the total estimated population of Grand County at 14,843. That is almost a 20% increase in population from the 2000 census or just approximately 2% growth per year. Approximately 56% of the County population lives in the unincorporated areas of the County. Population estimates for each of the municipalities and the unincorporated area are listed in the following table:

<b>Jurisdiction</b>	<b>2010 US Census Bureau Data</b>
Town of Fraser	1,224
Town of Granby	1,864
Town of Grand Lake	471
Town of Hot Sulphur Springs	663
Town of Kremmling	1,444
Town of Winter Park	999
<b>Total Grand County</b>	<b>14,843</b>

Two nationally and internationally known ski resorts as well as several smaller resorts camps and dude ranches operate in all four seasons of the year. Primarily in the winter and summer month's Grand County experiences population surges closing in on around 50,000 people.

### **Special Needs and Vulnerable Populations**

Grand County has one skilled nursing facility but special needs or vulnerable needs population exist throughout the County. Grand County Emergency Management maintains a database of people registered through United Way 211 Special Needs Registry.

### **Hazard Analysis Summary**

Grand County has experienced or is threatened by natural hazards such as wildfire, severe weather, flooding, avalanche and technological hazards such as dam failures and hazardous materials incidents. The Grand County Pre-Disaster Mitigation Plan contains detailed information about each of these hazards. The following are highlights of the hazards common to Grand County.

**Wildfires:** The Pre-Disaster Mitigation Plan identifies wildfire as one of the five identified hazards most likely to affect the County. 70% of the land in Grand County is either federally or State managed land. A majority of this is in forested areas. The infestation of the Mountain Pine Beetle in the lodge pole pine forest has had devastating effects and a substantial portion of the trees in forest surrounding the populated and developed areas of the county are dead or dying. Grand County has experienced a mixed severity fire regime which resulted in infrequent but potentially catastrophic fire events. Wildfires of most concern are those in the Wildland Urban Interface which can quickly threaten people, property and infrastructure.

**Severe weather:** Severe weather common to Grand County most often produces such events as extreme wind, rain, and snow impacts. Strong microburst storms have most often impacted a localized area of the County as well as boating activities on the large reservoirs. The most complex storm impacts develop from winter snow events where the State highway system is closed and results in the need for sheltering operations. Winter storm events have not in recent history extended for multiple days although there are historical accounts of such storms. This could be a worst case for Grand County because of the potential for isolation and people being stranded in their homes for an extended period. Grand County depends upon regular 3-4 day

restocking of commodities and consumables which are delivered on the Interstate and State highway systems from Denver.

**Avalanche:** Avalanches in Grand County can injure and kill multiple people, damage property and infrastructure, and cause road closures. The town of Winter Park's economy is impacted whenever Highway 40 is closed due to avalanche, losing roughly \$100,000 for each 24 hour period the road is closed. Avalanche control monitoring and mitigation along the highway system is conducted seasonally by the Colorado Department of Transportation. Avalanche danger in Grand County is high and over the past ten years as the number of backcountry enthusiasts has increased so has the number of avalanche deaths. The consequences from an avalanche are mostly localized in the backcountry and inside of ski resorts. The National Climate Data Center Storm Events Database and the CAIC have information on 12 notable avalanches (e.g. avalanches that involved people) that occurred in Grand County between 2008 and 2013. Additional historic data can be found in the Grand County Pre-Disaster Mitigation Plan.

**HazMat:** US Hwy 40 crosses the County from east to west and is the alternate route to Salt Lake City as well as a primary detour route for closures of the I-70 corridor. State Hwy 9 runs North and South and from US Highway 40 in Kremmling to I-70 in Silverthorn is a Hazmat route. Grand County also has the Union Pacific Railroad mainline with approximately 15-30 trains a day. The locations of these routes are mostly along waterways including the Colorado River where many of our towns draw drinking water from. These waterways are also well known recreational areas in which a large spill could have an impact on the tourism industry.

**Landslide:** Grand County is rated a "medium" risk to rock and landslides by the State of Colorado however US Hwy 40 and the railroad pass through several canyons where rockslides occur annually. In April of 1985 an Amtrak passenger train was derailed due to a landslide undercutting the railroad tracks in the Fraser Canyon.

## **Other Hazards**

**Emerging Human Illness:** Grand County has a higher susceptibility to disease outbreaks due to the number of national and international guests that visit the County every year. In the past five years Grand County Public Health investigated seven outbreaks ranging from hepatitis A to the H1N1 outbreak. The County's healthcare system doesn't have the depth of staff and services as the larger counties and cities in the State. As a result an outbreak with several sick or dying people would quickly overwhelm the health care facilities as well as Emergency Medical Services.

**Dam Failure:** Dam failure is a technological threat which could potentially impact many areas of Grand County with the exception of the Towns of Winter Park, Fraser, and Grand Lake. Grand County has nine Class I dams as well as nine Class II dams as many informal and naturally constructed water impoundment dams. The following table briefly describes the seven dams and the community immediately impacted.

Class I: Dams that would probably result in loss of life

Class II: Significant damage is expected, but not loss of life. The phrase “significant damage” refers to structural damage where humans live, work, or recreate, or to public or private facilities exclusive of unpaved roads and picnic areas. “Damage” refers to rendering these structures uninhabitable or inoperable.

<b>Class I Dams</b>	<b>Community Impacted</b>
Shadow Mountain	Granby
Willow Creek	Granby
Granby	Granby, Hot Sulphur Springs, Parshall
Ritschard	Kremmling
Williams Fork	Parshall, Kremmling
Meadow Creek	Tabernash
Sylvan	Parshall

<b>Class II Dams</b>	<b>Owner</b>
Binco	Peak Ranch
Little King Ranch	King Mountain Ranch
Matheson	Matheson Ranch
Scholl	Scholl Ranches Inc
Jones #1	Grand River Ranch / Town of Kremmling
Jones	Hamilton Duncan
East Branch	Climax Molybdenum
Musgrave	Scholl Ranches Inc
McMahon #2	McMahon Reservoir Co.
Dale	Williams Peak Ranch
Whiteley Peak	Peak Ranch
Windy Gap	Northern Colorado Water Conservancy Dist.

Terrorism: Grand County is at low to moderate at risk for terrorism from domestic sources and at low risk for terrorism from international sources. The threat of domestic terrorism is divided into these categories: disputed land use policies of the Federal Government, the high visibility and profile resort and lodging properties, and the identified critical infrastructure. Hazard and vulnerability information regarding these categories is confidential and maintained by the Grand County Sheriff. The Sheriff’s Office receives terrorism alert bulletins and provides incident information to the Colorado Information and Analysis Center (CIAC).

**Dependence on other jurisdictions for critical resources**

Grand County has a standing capability to respond to most initial and some extended emergency events. The resources of Grand County could quickly become depleted and we would need

assistance from others. The following table identifies the primary capability within Grand County and our dependency upon outside assistance.

<b>Hazard</b>	<b>Existing Capability</b>	<b>Dependency</b>
Wildfire	Incident Command, Firefighting, Evacuation, Sheltering	Federal agencies for mutual aid, American Red Cross for shelter
Weather / Power Failure	Incident Command, Evacuation, Sheltering	American Red Cross for shelter, Public Works Departments, Utility Companies
Flooding / Dam Failure	Incident Command, Mass Casualty Incident, Evacuation, Sheltering	County/Regional/Federal mutual aid, American Red Cross for shelter
Hazardous Materials	Incident Command, HazMat Response, Evacuation	Colorado State Patrol, Regional mutual-aid, Federal agencies,
Emerging Human Illness	Incident Command, Mass Care, Mass Prophylaxis, Epidemiological Surveillance	Regional Mutual, State Department of Health, Federal Agencies
Terrorism / Armed /IED	Incident Command, SWAT	Jeffco Bomb Squad, County/ Regional mutual aid, Federal agencies

### **Planning Assumptions**

Government at all levels must continue to function under all threats, emergency and disaster conditions. Continuity of government/continuity of operations plans should be developed consistent with GC-EOP and in accordance with the State of Colorado Emergency Operation Plans and National level guidance.

Municipal government and Special Districts will perform under their scope of authority and responsibility and will make declarations of emergency and disaster to the Grand County Government and specifically the Grand County Director of Emergency Management. All emergency and disaster declarations received by the County will be forwarded to the State of Colorado Division of Emergency Management.

Grand County Government has no fiscal responsibility to any Municipal government or Special District after receipt of their emergency or disaster declaration.

Municipal governments, Special Districts, and Nongovernmental Organizations maintain and update their jurisdictional or response area emergency operations and continuity plans on an ongoing basis and especially during time of an emergency or disaster response. These entities are expected to coordinate their planning, response, and continuity efforts with the County Office of Emergency Management.

Incidents begin at the County and local government level and will remain the responsibility of the County and local government through the recovery phase. Generally, local jurisdictions should not plan on the arrival of significant State resources ordered for 12 to 24 hours after the

incident. Federal resources may not arrive until 48-72 hours after the incident. Certain mutual-aid from State and Federal Agencies may be provided directly from local offices and may be available in a more timely manner and should be utilized by local incident commanders when practical.

Federal authorities may have certain jurisdictional responsibilities which will need to be integrated into the local management structure.

An emergency or disaster can occur at any time and any location. It may create a significant degree of human suffering and loss of life, property damage and economic hardship to individuals, government, the environment and the business community.

Collaborating and sharing information across multiple levels of government, the response community and the private sector is essential for the successful stabilization and common operating picture of any emergency or disaster.

The public expects government to keep them informed and to provide guidance and assistance upon detection of a threat and in the event of an actual emergency or disaster.

The premise of the National Response Framework, the State Emergency Operations Plan and the GC-EOP Emergency Operations Plan is that all levels of government share responsibility for working together in preventing, preparing for, responding to and recovering from the effects of an emergency or disaster event.

Identified County Offices and Department have clearly understood responsibilities and roles during an emergency or disaster event. Certain County Departments have coordination responsibility and authority and cannot necessarily staff an emergency or disaster function without additional staff assistance. Depending upon the magnitude and catastrophic nature of the emergency and disaster there is a potential that any and all County Offices and Departments could be mission tasked to respond and perform certain functions during an emergency or disaster event. The transition to emergency work would be under the direction of the Board of County Commissioners and management of the Managers Office.

The possibility of terrorism and use of weapons of mass destruction and biological agents create an additional complexity that should be considered when approaching any emergency and disaster event.

The National Incident Management System (NIMS) contains the nationally accepted and practiced Incident Command System (ICS) which will be used in Grand County for the management of any emergency or disaster event. In an incident of significance, emergency or disaster where the Grand County Emergency Operations Center (EOC) has been activated, the Incident Commander will communicate with the EOC through the Liaison Officer and or individual Emergency Support Function Representative.

The assumed priorities for incident management are:

Save lives and protect the health and safety of the public, responders, and recovery workers;

Protect and restore critical infrastructure;

When appropriate, conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution;

Protect property and mitigate damages and impacts to individuals, communities and the environment; and

Facilitate recovery for individuals, families, businesses, government and the environment.

Grand County has resources and expertise available to assist with incident related problems. The County will modify normal operations and redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property and assist in re-establishing essential services. Life-saving and life-protecting response activities have precedence over other emergency response activities, except when national security implications are determined to be a higher priority.

Private, faith based and volunteer organizations, i.e., American Red Cross, Salvation Army, Colorado Volunteer Organizations Active in Disasters, and others will provide immediate basic necessity and life-sustaining relief which is not normally available from government resources to individuals and families. Local and State governmental agencies will assist these organizations by providing information, guidance and coordination of the relief efforts.

The County Manager and/or the Board of County Commissioners may declare a disaster or emergency as provided by the C.R.S. 24-32-2109. The decision to make a declaration may be based upon emergency needs created by the incident, and/or damage assessment findings indicating the damages are of sufficient severity and magnitude to warrant assistance from the State. Ultimately the State may make a declaration under the Stafford Act to the President who may grant a major disaster or emergency declaration.

Many State government departments stand ready to assist local governments to respond and recover from disasters and emergencies. Each department of government has its own unique processes, procedures and routes of request. Certain offices and departments of Grand County Government have established legal authority to request assistance directly from each other and the State. The Director of Emergency Management will act as the point of contact for all disaster and emergency declaration work with the Colorado Division of Emergency Management. Those offices and departments with designated authority and lead agency status during a disaster will coordinate their activities and share information and assistance, request documentation with the Director of Emergency Management and/or the EOC if activated.

Evacuation plans lend themselves to events that are predictable and have adequate warning time. All other events are impromptu and situation dependent requiring evacuation or shelter-in-place decisions based upon the hazard and the information available to the incident commander at the

time. Evacuation orders should be phased, tiered based upon circumstances, consider special needs populations, trigger points for orders, designated routes and timelines. Many of the County's disasters and emergencies are non-predictable with no warning time. Therefore, the County has developed evacuation processes and policies that address primary and alternate routes, special needs populations and other needs. When the Sheriff issues an evacuation order the County will provide assets to support that evacuation.

The Sheriff may directly call upon any County department able to assist as well as resources under control of the Sheriff including the Search and Rescue Team, and any agency or entity under agreement with the Sheriff, as well as any mutual-aid agency requested by the Sheriff.

## **Policies**

Grand County Board of County Commissioners has delegated certain management, contracting, and spending authorities to the County Manager for the first 72 hours of the disaster as detailed in Appendix C: Civil Emergency, Emergency, or Local Disaster Regulations. This authority may be extended by resolution of the Board of County Commissioners

The Chair of the BOCC may make the declaration of a disaster or emergency condition that is or has occurred. A declaration of disaster or emergency can also be issued in the event of an identified and specific potential disaster or emergency so that preparedness activities, the pre-positioning of resources can occur, and warnings and orders can be issued.

The issuance of a disaster or emergency declaration may include any special authorities necessary. Upon the issuance of disaster or emergency declaration, the purchasing policies of the Grand County Government will be immediately suspended for 96 hours or until the declaration is further ratified or concluded.

The County Manager and/or designee will serve as the County Coordinating Officer and will be the point of contact for the State Coordinating Officer and Federal Coordinating Officer in cases of disaster declarations.

The County Director of Emergency Management may act under GC-EOP with full authority of the Board of County Commissioners until such time that the appropriate disaster declaration can be drafted and issued; will be the point of contact with the Colorado Division of Emergency Management; will serve as the coordinator of County Offices and Department in support of a disaster or emergency preparedness, response, and recovery; will serve as the primary coordinator of all emergency plans and preparedness activities; will serve as the Manager of the Emergency Operations Center; will be responsible for the maintenance and implementation of the emergency plans for Grand County.

In coordination with the Director of Emergency Management direct assistance may be made available by any Elected Office and County Department with the approval of the Elected Official and/or Department Director.



No part of the GC-EOP Emergency Operations Plans will interfere with the authorities granted under the Colorado Revised Statutes to any Constitutional Office of the Grand County Government.

### **Concept of Organization:**

It is the responsibility of Grand County Government to reasonably protect life, property and the environment from the effects of emergency or disaster events within the County. County Government has the primary responsibility for emergency management activities in the unincorporated areas of Grand County and in any disaster or emergency event that has countywide impact or area of concern. In emergency and disaster events or anticipated events the Director of Emergency Management will coordinate with each of the jurisdictions impacted or potentially impacted by the event. During an event of countywide concern or impact, each local municipal government and Special District retains their autonomy and their emergency management responsibilities.

The operation of the Grand County EOC is intended to function as the coordination location for the GC-EOP activities. The EOC can best perform this function when also serving as a multi-agency coordination center for all disaster and emergency events. In the case where a local government or Special District EOC has been activated, the efficiency and coordination of the event will be improved when the County EOC receives information from each independent EOC and can act as a clearinghouse for prioritization of incidents, needs, and resources.

### **General**

The GC-EOP strives to exclusively coordinate any countywide multi-agency response when capabilities and resources of the initial responding agency may be exceeded. The Director of Emergency Management will process mutual aid requests for assistance for county offices, departments and all outside agencies.

The Director of Emergency Management will process mutual aid requests for assistance for other Local governments and Special Districts. The processing of these requests will in no way imply any financial obligation on behalf of Grand County Government for these resource orders. Local government and Special Districts will be made aware of the proper order process with the County. Certain authorities may exist at the local government and Special District level for direct requesting of mutual aid. The Director of Emergency Management would encourage local governments and Special Districts to utilize the concept of single point source to avoid duplication of orders and ineffective utilization of potentially scarce resources.

The GC-EOP is the primary and general plan intended for use in managing disasters and emergency events. GC-EOP recognizes that many emergencies of both short and long duration, complexity, and use of mutual aid resources will be mobilized and managed by the Office of the Sheriff without need for activation of this Plan or assistance of the Director of Emergency Management.

GC-EOP details the coordinating structures and processes used during incidents in Grand County. Other supplemental agency plans provide details on authorities, response protocols and technical guidance for responding to and managing a broad spectrum of emergency situations such as hazardous materials, wildfires, and public health emergencies.

GC-EOP is designed to integrate quickly and efficiently with the State Emergency Operations Plan and the National Response Framework.

All emergency plans developed and used by offices and departments of Grand County Government should be designed to integrate quickly and efficiently with this Plan.

All emergency plans developed by local governments and Special Districts should be coordinated efforts with the Director of Emergency Management and designed to integrate quickly and efficiently with emergency plans and practices of the County Plan and EOC.

GC-EOP can be partially or fully implemented, which is consistent with NIMS principles. This allows maximum flexibility to meet the unique emergency management requirements of any event.

A multi-jurisdictional approach will be required to manage most major incidents in Grand County effectively. An area command model should be considered when appropriate. Accordingly, emergency plans and exercises should incorporate procedures for integration of resources regardless of their ownership or origin from all municipal governments and Special Districts, State and Federal resources, Department of Defense resources, volunteer agencies, and the private sector.

Plan activation and the supporting actions taken by the County are specific to the disaster or emergency event. Activation of GC-EOP should not impede the use of the concepts and processes imbedded in GC-EOP.

## **Concepts of Operations**

### Management Concepts and Policies

Principle of Local Government Control: Grand County Government and the Office of the Sheriff maintain the authority for direction and control prior to, during and following an emergency, disaster or incident of significance. This authority will continue throughout all phases of emergency response and management or until conditions warrant a change in such authority.

Grand County Government has the planning assumption that all municipal governments and Special Districts will maintain their authority for direction and control during all phases of an emergency, disaster or incident of significance. During the time of a municipal government or Special District management of an emergency or disaster, there should be full coordination with the Director of Emergency Management and EOC to avoid duplication of efforts, conflicting incident objectives, and increased efficiency in services to the public. The request for assistance and delegation of authority will be handled in a formal process, and upon conclusion of a

delegation of authority the incident and all remaining phases of emergency management will be the responsibility of the municipal government or Special District.

### **Direction, Control and Coordination**

**Incident Level Management:** A local incident management system that incorporates the functions, principles and components of the NIMS-ICS shall be adopted and utilized. All agencies/entities in Grand County will utilize the NIMS-ICS as the incident management system. The EOC will operate in an Emergency Support Function management model.

The Director of Emergency Management will delineate the process for interface between the EOC and incident management structures. The EOC will coordinate with incident level management through the liaison officer or the emergency support function lead depending upon the size and complexity of the organization management structure needed by the incident.

**Countywide Level Management:** Grand County Government and Office of Sheriff are responsible for the overall coordination of emergency operations when the impacts exceed the jurisdictional boundaries of the municipal governments. The on-scene incident command from the response agency is responsible for the command and control of specific activities at the incident site. Multiple incident commands or unified command may be established as necessary to manage the incidents. The decision to implement other management structures such as Incident Complex or Area Command will be made by the EOC in consultation with the Sheriff, and responsible jurisdictions.

Grand County Government through the EOC is responsible for the coordination and control of all off-incident functions, such as shelters, alternative sites, establishment, utilization and acquisition of County owned facilities.

**State level Incident Management/Support:** In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise authority to use the capabilities and resources of the State government and/or that of other non-impacted political subdivisions. The management of the State's response is facilitated by Colorado Statutes and the State EOP. The Colorado Division of Emergency Management is responsible for implementing the State's response to an emergency or disaster. The State's principle emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization and distribution of State, Federal and private resources. Based upon the timely identification and verification of a local jurisdiction's emergency request, the Colorado Division of Emergency Management Director or the State Coordinating Officer will task the appropriate State Departments with providing requested resources. Certain State Departments may be authorized to provide direct assistance depending upon the request. The assigned State Department will coordinate directly with the requesting local agency(s). If the situation required Federal assistance, the State, via the Governor's Office will make the formal request to FEMA.

### **Information Collection and Dissemination**

Coordination and consultation of intelligence information with local, state, and federal law enforcement agencies will be at the discretion of the Sheriff. The Sheriff may also share intelligence information with local governments and Special Districts as deemed necessary.

During an emergency or disaster, a Sheriff’s Department representative will be assigned to support the incident and EOC as needed. The State of Colorado operates an intelligence fusion center in coordination with the Federal Bureau of Investigation

The EOC will disseminate information in written form by situation report, briefing notes, and incident action plan. The EOC will utilize the State of Colorado WebEOC web based system to provide situation, resource request, and damage assessment information to the County, Region, and State. Other documents used in the EOC may be produced by the County GIS Department. This information is primarily intended for other governments and not the general public. The critical information collected by the EOC will be organized geographically with Red Dirt Hill to the East, Coffee Divide to the north and Byers Canyon to the West. It will document extent of injury or loss of life, resources needed and ordered extent of damage and loss, and other information as necessary.

### **Communications**

The Grand County public safety agencies utilize a fully shared radio system with data availability through the cellular networks. Grand County is working towards a dual-band system with radio capability on both our local radio network and on the state DTR system.

## **Emergency Operations Center Activation and Organization**

### **Activation of Emergency Operations Center**

The Director of Emergency Management is notified of events upon request or by pre-established criteria. Additionally, a general protocol for notification is intended to be a ‘catch-all’ for less clearly defined events. The notification of the Director of Emergency Management is the first step in activation of the EOC. Many events can be managed by the Director of Emergency Management and do not require further activation. The EOC operates on a three scale activation process: the first level activation is notification of the Director of Emergency Management described above; the second level is a limited activation with key support personnel and Emergency Support Function personnel; and third, a full activation of the EOC involving all necessary officials, departments and outside agencies represented. The full activation of the EOC can be used for both incident support and coordination as well as event briefings and action planning.

### **Homeland Security Advisory System**

The Sheriff’s Office has the ability to interact with the CIAC and Federal Joint Terrorism Task Force (JTTF). Changes in the Homeland Security Advisory System may cause activation of the EOC in coordination with the Sheriff. The system was established following the events of September 11, 2001 to provide warning to the American public about the threat level for terrorism attack. The United States Department of Homeland Security has established a National Terrorism Advisory System. When deemed necessary, the Secretary of Homeland Security will

issue an imminent or elevated threat. The State of Colorado utilizes the threat advisory system and will issue directions to the County Office's of Emergency Management regarding activation levels of local EOC's and specific actions to be implemented based upon a specific threat.

## **Organization and Assignment of Responsibilities**

All offices and departments with responsibilities identified in the GC-EOP are responsible for developing and maintaining internal operating procedures and continuity of operation plans for carrying out assigned primary and support functions.

### **Board of County Commissioners**

Approve and commit County resources and funds for disaster or emergency purposes;

Formally declare a County emergency or disaster;

Be prepared to receive and respond to declarations of municipal governments and Special Districts;

Issue official orders and emergency declarations as needed and requested by the County Manager or designee;

Approve emergency financial authorizations as requested;

Authorize and approve post emergency or disaster operations;

Maintain a constitutional government with public meetings and process as necessary;

Establish post emergency or disaster recovery timelines as necessary.

### **Office of Sheriff**

Under statutory authority the Office of the Sheriff has authority to:

Retain command and control of any incident under jurisdiction of the Sheriff, may utilize a limited delegation of authority for management of an incident;

Provide law enforcement functions, to provide public peace and order;

Manage and assign a management team to a wildfire on private lands;

Close any highway or road;

Request an evacuation;

Comply and execute any order issued by a County or District Court Judge;

Request mutual-aid.

### **County Manager**

Commit emergency funds to support the needs of an emergency or disaster;

Commit County resources (personnel and equipment) for the purpose of stabilizing, resolving and recovering from the dangers presented by the emergency or disaster;

Reduce the vulnerability of people and property to the effects of an emergency or disasters;

Ensure County departments are capable of efficient and responsive mobilization of resources to protect lives, minimize property loss and expedite recovery efforts;

Maintain overall responsibility for all County operations;

Advise the Board of County Commissioners as soon as practical of the emergency or disaster and provide details of the major incidents;

Advise the Board of County Commissioners on the nature of the emergency or disaster and recommend legal action to be taken;

Coordinate the dissemination of all public information regarding the Grand County Government operations and support of the emergency or disaster;

Be readily available for briefings at the Emergency Operations Center and by department heads or others;

Chair the Policy Advisory Group

Coordinate post emergency or disaster recovery functions with assignments to specific Offices and departments.

### **Policy Advisory Group**

The Policy Advisory Group includes senior managers or their designees to include the County Manager, Assistant County Managers, County Attorney, Public Health Director, Director of Emergency Management, Sheriff and any other Office or Department Manager as needed.

Develop policy measures related to the Grand County Government continuity of operation and the management and support of the emergency through the commitment of County resources.

Make recommendations to the Board of County Commissioners regarding the setting of policy for the emergency or disaster, issuing a declaration of emergency or disaster, preparing of necessary resolutions, approval or emergency divergence from normal County policies such as emergency purchasing, procurement, contracting, redirecting personnel or changing personnel rules as necessary, and other policy level decisions as necessary.

### **Director of Emergency Management**

Brief and make recommendations to the Board of County Commissioners, County Manager and Sheriff on matters pertaining to an incident of significance, major emergency or disaster, or the threat thereof, and ongoing incident response and recovery activities;

Provide recommendations to the County Manager relating to emergency or disaster declarations;

Issue formal requests to the Colorado Division of Emergency Management for the declaration of a State emergency for the purpose of obtaining State and or Federal assistance;

Prepare and submit situation reports;

Collect, plot and disseminate information in the EOC;

Coordinate the use of County facilities and alternate locations and emergency uses;

Serve as the EOC Manager and may be delegated the position of County Coordinating Officer (CCO) by the County Manager;

Activate and operate the EOC as needed;

Coordinate and order mutual-aid assistance as necessary and authorized;

Determine the need for evacuation and relocation facilities in coordination with initial response agencies;

Manage, organize and coordinate emergency and non-emergency operations of the EOC in the event of a disaster or emergency;

Prepare and maintain the GC-EOP;

Ensure implementation of the NIMS-ICS principles, and ESF model for operations in the EOC;

Coordinate disasters, emergencies and incidents of significance;

Assist municipal governments and Special Districts during a disaster or emergency event;

Assist municipal governments and Special Districts, public and private sector organizations in the development and integration of their EOP's, procedures and checklists with those of the Grand County Government;

Serve as an intergovernmental liaison and initiate formal requests for outside assistance from other jurisdictions;

Coordinate countywide mitigation of man-made and natural hazard emergencies and disasters;  
Coordinate public education related to citizen preparedness;

Catastrophic planning and response as established in the National Preparedness Goals;

Schedule and conduct training programs and exercises;

Maintain liaison with the municipal governments, Special Districts, State and Federal agencies;  
and

Coordinate disaster recovery functions.

### **Department Directors**

Authority to act under the full authorizations provided for in State Statute;

Authority to implement necessary actions to accomplish their Emergency Support Function assignment;

Strive towards NIMS compliance within department;

Prepare plans and organize assigned departments to meet natural, technological, manmade, emerging human illness emergencies and disasters which might occur in the County, and ensure continuity of governmental operations during an incident;

Identify functions to be performed during an incident and assign responsibility for performing those functions to departmental personnel;

Provide representatives to the EOC to coordinate emergency response functions with those of other agencies represented therein;

Ensure that the EOC is kept informed during an incident by reporting events and activities to the EOC in a timely fashion;



Maintain complete and accurate records of all incident costs and expenditures to include personnel qualifications, time, overtime, vehicle expense, emergency disbursements, and work assignment;

Prepare documentation as requested by the EOC; and

Pre-incident ensure that complete and current resource lists and on-call personnel lists are provided to the Director of Emergency Management on a semiannual basis to assist in providing resources and personnel for large scale incidents.

### **Expectations of Municipal Governments and Special Districts**

Municipal governments and Special Districts are responsible for management of incidents occurring within their jurisdictions or service plan areas. Operations conducted with countywide impacts or cascading effects from the local incident will be coordinated through the Director of Emergency Management and County EOC. The Director of Emergency Management will be notified of these incidents in a timely manner. The Director of Public Health will coordinate public health matters in accordance with the public health statutes. These entities are expected to:

Establish local emergency and continuity of operations and government plans that are coordinated and integrated with the GC-EOP;

Operate using the NIMS-ICS during all management phases of an incident;

Identify, train and assign personnel to conduct and execute the emergency response and management responsibilities of their plan;

Open a local coordination center or EOC which has the ability to communicate and coordinate with the Grand County EOC in a timely and effective manner;

Make timely notification of their intention and/or decision to issue an emergency or disaster declaration;

Will maintain financial responsibility for incidents occurring within their jurisdiction or as negotiated through cost share agreements or delegations of authority;

Communicate situational and status reports to the EOC;

Coordinate mutual-aid assistance requests with the EOC;

Coordinate appropriate emergency management activities and maintain communication with the Director of Emergency Management and EOC, when activated, during all emergency operations;

Provide an agency representative to the EOC, when requested; and

Provide information and coordinate any public announcement statement or press release through the Director of Emergency Management and EOC and Joint Information Center, when activated;

County has no financial responsibility for incidents occurring within municipal or Special District boundaries

### **Supporting Agencies/Entities**

Supporting agencies are responsible for providing resources and other support during an incident. Operations during an incident will be coordinated through the EOC. As participants in the Grand County EOC, supporting agencies are expected to:

Establish continuity of operations plans and activate the plans, as needed;

Operate under the NIMS-ICS management system;

Participate in preparedness activities which are consistent with the mission of the agency/entity;

Identify, train and assign personnel to maintain contact with and prepare to execute missions in support of the GC-EOP during periods of activation;

Coordinate activities and maintain communication with the Director of Emergency Management or the EOC, if activated, during all emergency operations;

Provide an agency representative to the EOC, as requested;

Provide information and coordinate any public announcement, statement or press release through the Director of Emergency Management or the EOC and Joint Information Center, if activated;

Provide program assistance and expertise as appropriate and in coordination with other agencies;

Establish emergency operations supplies including food, water, and blankets to provide acceptable operations and shelter employees and or volunteers as necessary; and

Provide all requested information prior to, during and following any incident to the Director of Emergency Management or the EOC.

Several non-governmental agencies/entities that provide assistance to meet essential needs during an incident exist within the County. Some organizations with existing memorandums of understanding, memorandums of agreement or mutual aid agreements with the County have been assigned supporting roles to specific emergency support functions.

## **State Government**

The formal process for ordering assistance from State departments is through the Colorado Division of Emergency Management. This process involves calling the 24/7 Duty Officer and making notification of the emergency or disaster and assistance needed. It is recognized in this Plan that certain State departments at a local and regional level may provide direct assistance. This level of assistance may fill an immediate need and may be possible based upon local relationships with supervisors. This informal assistance should not be depended upon for long duration or complex emergencies or disasters. The formal process of ordering should be used as often as possible. State agencies are responsible for fulfilling their assigned roles and responsibilities under the State EOP and Emergency Support Functions. Certain State assets are very expensive and without a State or Federal declaration the costs of these assets will be the responsibility of the entity requesting the resource.

## **Federal Government**

The Federal government has responsibilities to respond to national emergencies and to provide 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. Certain emergency and disaster events immediately fall under the primary jurisdiction of a Federal Agency and the declaration of these events, once identified, should be done at the appropriate levels of government. Certain Federal Agencies are capable of providing direct assistance at an emergency or disaster and their involvement does not require a declaration for activation and mobilization. Certain Federal assets are very expensive and without a Federal declaration the costs of these assets will be the responsibility of the entity requesting the resource.

## **County Emergency Operation Center (EOC) Organization**

The organization of the EOC must be integrated with the On-Site Incident Management to address the issues facing the community during significant emergency and disaster situations. The criteria for the EOC activation, the organizational structure and authority are defined in the GC-EOP. The EOC is organized based upon NIMS principles and is flexible and easily expandable to meet the needs of the County. The EOC organization provides for communications between the County departments, State and other agencies. An organizational chart of the EOC may be found in the appendix of the GC-EOP. Details pertaining to the internal organization and operations of the EOC may be found in the appendix of the GC-EOP.

The Director of Emergency Management through the EOC coordinates efforts to support Grand County Government and local governments in emergency and disaster situations. The EOC serves as the principle point for initiating and coordinating situation information, resource management, multiple incident coordination, emerging situation briefings, and coordination of the Emergency Support Functions. The EOC provides the Board of County Commissioners,

County Manager and Policy Advisory Group with a centralized location to be briefed on critical incident information, facilitate the decision making process and coordinate inter-governmental needs.

## **Emergency Support Functions**

When an emergency or disaster situation requires a coordinated response of capabilities there are Emergency Support Functions (ESF) that all, or in part will be needed to support the overall response and impacts from the event. The ESF's are grouped functionally into fifteen categories. County departments and offices have been assigned responsibilities for implementing these functions. Assignments are made based upon the departments or office programmatic or legal authorities and responsibilities. ESF Annexes contain detailed information associated with a specific function. The EOC during activation will strive to operate in an ESF structure. The EOC will understand how to crosswalk between the County ESF structure and functional elements of local governments who may be organized differently.

The Director of Emergency Management is responsible for the coordination, development, validation, and maintenance of the Grand County ESF Annex, Incident Specific Annex, and other emergency and disaster planning documents as necessary. The Director of Emergency Management is authorized to initiate, develop and implement all necessary Annex documents necessary to support the Emergency Operations Plan. The Director of Emergency Management will review these documents with the Board of County Commissioners for formal approval and adoption.

The Director of Emergency Management is responsible for coordinating the integration of a multi-agency response and working with other agencies who may act as the lead agency.

Departments, Offices and Director of Emergency Management have been assigned positions described as lead, secondary lead and/or support roles in each of the ESF Annexes. The assignment of Director of Emergency Management in many of the Annexes is reflective of the infrequent activation of the services and functions provided by the Department. The Director of Emergency Management will evaluate the need and activate the appropriate Annex in coordination with the Department Manager. The responsibilities of each of these positions are:

**Lead/Coordinator.** The lead or coordinating Department or Office is responsible for planning, coordinating and tasking support department and offices in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements. The lead agency provides recommendations for ESF development and coordinates with the Director of Emergency Management. The lead departments and offices are identified in this plan and in each ESF.

**Secondary Lead/Coordinator.** Certain ESF have a broad scope and either share responsibilities or do not own or control the necessary resources to perform the responsibility of the ESF. In such situations the department or office which would normally have primary responsibility for one or more of the major components will be designated as the Secondary Lead or Coordinator.

Supporting/Coordinating. Departments and Offices which have been assigned a supporting role for an ESF will cooperate with the lead department or office in carrying out the assigned missions and will cooperate in the development of Annexes, Incident Specific Annexes, plan maintenance, training and exercising of GC-EOP. Supporting departments and offices are identified in each of the ESF.

Departments and Offices not assigned to specific emergency support functions will serve as a reserve of material and personnel resources, which may be required to perform previously unassigned tasks as necessary. All Grand County Government employees may be assigned emergency or disaster work assignments. These assignments would at the direction of the Board of County Commissioners, or County Manager if delegated such authority.

All ESF in the GC-EOP will be assigned to a primary department or office. It is however understood that certain ESF may be entirely performed by volunteer and private organizations which provide disaster response or relief assistance, i.e., the American Red Cross operating a shelter.

#### City-State-Federal Emergency Support Function Relationships

The National Response Framework, the Colorado State EOP, and the GC-EOP each describe a respective level of governments approach to emergency response operations. All levels of government provide certain support; therefore certain similarities and overlapping functions exist. The GC-EOP recognizes the legal authority of each autonomous level of government and the limitations and boundaries imposed on government under the law.

## Emergency Support Function Summary

The GC-EOP provides details about emergency functions in each of the ESF Annexes. The following is a summary of the ESF Annex assignments and responsibilities to Grand County Government Departments and Elected Offices. The GC-EOP fully recognizes that many support and coordination agencies and entities are vital to the responsibilities assigned to the ESF. Individually written ESF Annex and Incident Specific Annex documents will detail the supporting and coordinating agencies and entities involved in the ESF work. Any combination of the ESF may be activated during a disaster or emergency.

#### ESF 1: Transportation – Road and Bridge

ESF 1 is responsible to coordinate transportation and evacuation support utilizing the various public transportation system operating in Grand County. Functions include processing and coordinating all requests for transportation support as necessary to support any incident; coordinate alternative ground transportation services with Special Districts, resorts, and neighboring transportation systems.

#### ESF 2: Communication and Warning – Grand County Sheriff’s Office Communications Center (GCSOCC), Grand County Emergency Management, Information Systems Department

ESF 2 responsibility is split amongst three departments. The Grand County Sheriff's Office Communication Center provides full spectrum dispatching, paging services and public warning services. The Emergency Alert System (EAS), "CodeRed" can be activated through GCSOCC and the Grand County Office of Emergency Management. The GCSOCC and the Grand County Office of Emergency Management work in conjunction to support the activation of the EAS. Variable Message Boards (VMS) Board messages are deployed and coordinated through Grand County Emergency Management

ESF 2 as supported by the Information Systems Department is responsible for the technology and software systems which are primary to departments and offices. Included in the services are the GIS services which including access to mapping products and a wide range of data layers maintained and accessed by the GIS Department.

#### ESF 3: Public Works and Engineering – Road and Bridge and Engineering Departments

ESF 3 is responsible for providing road and bridge and engineering related support for an incident. Included in ESF 3 is the coordination with private utility owners.

#### ESF 4: Firefighting – Sheriff's Office and Office of Emergency Management

ESF 4 is the responsibility of Special District Fire Agencies in Grand County. The United States Forest Service and other Federal Inter-Agency Partners are responsible for all fire management for wildland fire occurring on land owned by the United States Government. The CSFS is responsible for all forest management on land owned by Denver Water. The County is served by five fire protection districts that have suppression and rescue responsibilities within their service boundaries and in full accordance with their service plans.

The Sheriff has responsibility for the management and coordination of firefighting activities necessary for prairie and wildfires occurring on unincorporated lands within the county and are not within a Special Fire District service area, or under an MOU with a Special Fire District. The Sheriff may also accept responsibility and management of firefighting activities for prairie and wildfires once they are beyond the management capabilities of the Special Fire District responsible for suppression. The Special District Fire Departments are responsible for all private property fire suppression within their district boundaries.

#### ESF 5: Emergency Management – Office of Emergency Management

ESF 5 serves as the support ESF for all participating County Departments and Elected Offices and all participating agencies and entities across the spectrum of domestic incident management from mitigation to response and recovery. ESF 5 facilitates information flow in the pre-incident prevention phase in order to place assets on alert or to preposition assets for quick response. During the post incident response phase,

ESF 5 transitions and is responsible for support and planning functions. Activities include those functions that are critical to support and facilitate multi-agency planning and coordination for operations. Other activities include alert and notification; deployment and staffing of designated emergency response teams; incident action planning; coordination of operations support, logistics; direction and control; information management; facilitation of requests for State and

Federal assistance; resource acquisition and management (including allocation and tracking); worker safety and health; facilities management, financial management; and other support as required. ESF 5 will organize and coordinate debris management and the collection of damage assessment information and estimates. ESF-5 will coordinate the establishment of a recovery task force and will remain active as long as necessary to transition from the response phase to a long-term recovery phase.

#### ESF 6: Mass Care and Sheltering – Social Services Department

ESF 6 is a very complex function and is primarily divided into four areas: mass care, emergency assistance, housing, and human services. Overall ESF-6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual emergencies or disasters. This includes economic assistance and other services for individuals impacted by the incident.

ESF 6 coordinates Mass Care which involves the coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid and philosophical first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items. Shelter services in Grand County are provided exclusively through the American Red Cross Mile High Chapter and more specifically the Egon Gerson Service Center located in Dillon.

ESF 6 coordinates functionally assessable and inclusive population needs and support. This function will require the support and coordination with other county departments such as Public Health, Ambulance, Sheriff and Animal Control, Denver Health East Grand Clinic, Middle Park Medical Center Granby/Kremmling and American Red Cross. The intent of this sub-set of ESF-6 is to plan and respond to the needs of the vulnerable population in the community.

ESF 6 coordinates Mental Health Services needs and support. ESF 6 will coordinate the provision of crisis counseling and mental health services to individuals and groups impacted by the incident. Mental Health professionals will be mobilized to offer emergency and disaster based services. Crisis services will be focused upon the philosophical evaluation of involved public and responders and the appropriate referral into the Human Services system for further assistance.

ESF 6 coordinates Volunteer Management and Donations Management needs and support. The intent of this sub-set of ESF-6 is to plan and respond to the well intended donations from both business and private sources and to match these items with those in need; and to identify volunteer assistance being offered and match these individuals and groups with those in need.

#### ESF 7: Resource Management – Office of Emergency Management

ESF 7 provides resource support to the incident and affected populations. Resource support consists of emergency relief supplies, facility space, office equipment, office supplies, contracting services, transportation services (in coordination with ESF 1 – Transportation), security services and personnel required to support immediate response activities. ESF 7 provides support for requirements not specifically identified in other ESFs, including excess and

surplus property. Resource support may continue until the disposition of excess and surplus property, if any is completed.

ESF 8: Public Health and Medical Services – Public Health and Ambulance Departments, and Office of the Coroner

ESF 8 as a Public Health assignment is responsible for providing assistance and coordination in Public Health Emergencies and identifying and meeting the public health and medical needs of victims of an incident. This support is categorized in the following core functional areas: assessment of public health and medical needs, assessment of behavioral health needs in coordination with the ESF 6 functions, public health surveillance; medical care personnel; and medical equipment and supplies, and establishment of alternative care site as necessary. All ESF 8 functions require the coordination and support of the various medical care facilities in Grand County.

ESF 8 as an Emergency Medical assignment is responsible for providing emergency medical triage, treatment, and transport from the scene of any emergency or disaster. ESF 8 will coordinate all necessary casualty collection and casualty evacuation as necessary. ESF 8 will coordinate with all medical centers and support their needs for secondary and inter-facility transports.

ESF 8 as a fatality management assignment is the responsibility of the Office of Coroner. ESF 8 will coordinate all management of fatalities and will coordinate with ESF 6 in the establishment of family assistance needs.

ESF 9: Urban Search and Rescue – Sheriff’s Office and Office of Emergency Management

ESF 9 is the responsibility of the Special District Fire Agencies in Grand County. These actions by Fire Agencies include specialized rescue and services provided prior to the arrival of an ambulance and include rescue or extraction of trapped or injured individuals.

ESF 9 as it pertains to Mountain and Water Rescue is the responsibility of the Sheriff.

ESF 10: Hazardous Materials – Sheriff’s Office and Office of Emergency Management

ESF 10 is the responsibility of the Sheriff in unincorporated areas of the county. Special Fire Districts are responsible for ESF 10 within their service area. ESF 10 is the responsibility of the CSP for incidents occurring on State and federal highways as well as County Roads.

Currently Grand County has no designated HazMat Team and would rely on CSP or HazMat teams from Denver Metro or NW Region to assist in an incident

The Designated Emergency Response Authority (DERA) responsibilities in unincorporated Grand County have been assigned by statute to the Sheriff.



ESF 11: Agriculture and Natural Resources – Assigned to the CSU Extension Service, and the Department of Natural Resources

ESF 11 provides for the coordination and response to all large animal matters. ESF 11 will coordinate with ESF 6 during the establishment of a shelter during an emergency.

ESF 11 provides for the identification and coordination of response when natural resources, public owned lands, and historic or cultural resources are involved or impacted by an emergency or disaster.

ESF 12: Utilities – Road and Bridge and Office of Emergency Management

ESF 12 collects, evaluates and shares information on utilities system damage and estimations on the impact to utilities within affected areas.

ESF 13: Public Safety and Security – Sheriff’s Office

ESF 13 provides for the coordination and response of public safety needs. The Sheriff acts under the full authority of state law and may provide support to municipal police authorities as requested.

ESF 14: Community Recovery, Mitigation, and Economic Stabilization – Managers Office and Office of Emergency Management

ESF 14 provides the framework for the Grand County Government to coordinate with other municipal governments and special district boards as part of the multi-agency and multi-jurisdictional response to an incident affecting part or all of Grand County. Based upon the assessment of incident impacts, support may vary depending on the magnitude and type of incident and the potential for long term and severity of consequences.

ESF 14 will be activated in the short term for large scale or catastrophic incidents that require State and Federal assistance. ESF 14 will not be activated for long term recovery as the model for comprehensive recovery planning is best accomplished in a collaborative work process and not in the ESF model. The needs of housing, businesses and employment, economic redevelopment, development code involvement, master planning, community infrastructure, and social and human services are best addressed in a comprehensive recovery plan.

ESF 15: External Affairs – Managers Office and Office of Emergency Management

ESF 15 coordinates the actions and personnel necessary to provide necessary external information and public affairs support to the incident needs. ESF 15 is responsible for supporting the needs of the Joint Information Center (JIC) as established by the Incident Command. ESF 15 will manage and coordinate elected official and legislative affairs.

ESF 15 further functions as the Liaison mechanism into the ESF support structure and Emergency Operations Center. The identification and management of the external affairs needs and inquires from involved or impacted agencies and entities will be handled by ESF 15.

## **Administration, Finance, Logistics and Mutual Aid**

### **Administration**

During an emergency or disaster Grand County Government shall determine what normal administrative procedures and/or non essential functions shall be suspended, relaxed or made optional in order to prevent unnecessary impediment of emergency operations or in the interest of public safety.

Such actions for Grand County Government will be carefully considered in consultation with the Attorneys Office for matters involving constitutional Elected Offices and statutory requirements.

Grand County Government's departure from the usual methods of doing business will be stated in the declaration for an emergency or disaster.

Board of County Commissioners is authorized to make modifications to the Grand County Personnel Rules such as to change the employment status of employees from exempt to non-exempt so that fair compensation will be received by employees during times of declared emergencies and disasters.

Board of County Commissioners considers all employees emergency disaster workers under a declared emergency or disaster. The County Manager acting as the Human Resource Manager will work in coordination with the Incident Commander may reassign employees as needed.

Board of County Commissioners will forward all emergency or disaster declarations to the State of Colorado Division of Emergency Management. Board of County Commissioners may authorize the Director of Emergency Management to give a verbal declaration of emergency or disaster to the Division of Emergency Management, and will send a written declaration as soon as practical.

Board of County Commissioners decision to issue an emergency or disaster declaration will be reviewed by the Policy Advisory Group, Director of Emergency Management, and Sheriff. This process will be followed for requesting other declarations such as a Fire Management Assistance Grant from FEMA for wildfire. The Sheriff is authorized to request assistance from the Emergency Fire Fund (EFF) without consultation or review by the Policy Advisory Group. In the event of a request for an EFF declaration the County Manager will be notified as soon as practical.

Board of County Commissioners in its decision to declare an emergency or disaster recognizes and will act with countywide interest. Grand County as outlined in the GC-EOP will support the emergency needs of municipal governments and special districts as much as practical. Grand County cannot proceed on behalf of any municipal government or special district or other eligible applicant during the Public Assistance process with FEMA.

## **Legal/County Attorney**

Per the authority of the County Attorney, in the event of an emergency the meeting of elected officials is not public business and done only for the purpose of saving lives and reducing effects of the disaster. This is not therefore normal business and the need to publicly post the meeting not practical.

## **Finance**

A major emergency or disaster may require the expenditure of large sums of County funds. Financial operations may be carried out under compressed schedules and demands which will require expeditious actions that still meet fiscal management and accountability principles and legal requirements.

Financial payment for emergency operations shall be handled by the Finance Department. Individual department and office budgets may be reduced to pay for resources ordered during an emergency. If the demand for emergency funds exceeds available funds, the Finance Department will coordinate with the Managers Office, Attorneys Office, Office of Treasurer and the Board of County Commissioners to make emergency funds available.

Resources ordered through the Director of Emergency Management and/or Emergency Operations Center will be tracked and accounted for in terms of the ordering agency or entity. Grand County Government will be financially responsible for only those resources ordered to fulfill the statutory services of Grand County Government, to provide for emergency protective actions, to provide for debris removal, and in the interest of the safety of the public. The documentation of these resource orders will be provided to the Finance Department.

Resource orders placed through the Director of Emergency Management and/or Emergency Operations Center and on behalf of a municipal government or special district will be the financial responsibility of the requesting agency or entity. This practice will be followed unless other written agreement is reached with Grand County Government.

County Departments and Elected Offices designated as a lead agency in the Emergency Support Functions in the GC-EOP are responsible for coordinating with the Director of Emergency Management their operational plan for the functional and financial support for their emergency support operations. Each department and office is responsible for coordinating in advance with the Director of Emergency Management and Finance Department with their plan for expending emergency funds, maintaining appropriate supporting documentation or ordering, assignments, logistics, and demobilization.

Grand County Government and all Elected Offices are responsible for documenting all emergency or disaster related expenditures using accounting practices and procedures established by the Finance Department. All expenditures and procurement transactions will be made in accordance with accepted practices of the Federal Emergency Management Agency (FEMA). Each County Department and Elected Office 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. Proper documentation is necessary to support claims, purchases, reimbursements and disbursements. Recordkeeping is necessary to facilitate closeouts and support post recovery audits.

## **Logistics**

The Office of Emergency Management will facilitate logistical support for emergency operations that exceeds the capability of the Communications Center.

The Office of Emergency Management shall establish resource tracking and maintain accounting of available resources. Resource management and facility needs shall include identifying anticipated shortfalls in resources or facilities required to support an incident operation in coordination with the Incident Commander.

The Office of Emergency Management will maintain a database of Grand County Government resources.

The Office of Emergency Management will provide for the logistical support of the Emergency Operations Center staff.

## **Mutual Aid Agreements**

Grand County Government does not have all of the necessary personnel, equipment and materials required to cope with all major emergencies or disasters. Grand County depends upon mutual aid assistance which would be rendered through verbal and written assistance agreements. Grand County has provisions in place to receive as well as provide mutual aid assistance. Grand County recognizes the distinction between mutual aid during the initial response and extended attack of an incident and assistance necessary to support operations for a longer term. Grand County will be mindful of FEMA rules and policies pertaining to mutual aid assistance. Grand County will not be hindered by any financial or procedural rule when public or responder safety is the values at risk.

## **Compacts**

Colorado is a member of the Emergency Management Assistance Compact (CRS 24-60-2902). EMAC is administered by the National Emergency Management Association. Any member State may request EMAC assistance when the Governor of the affected State has declared a state of emergency. When a State suffers or expects to suffer a major disaster and needs assistance from other States, the authorized representatives for each state will initiate the EMAC procedures. The State of Colorado administers the EMAC through the Division of Emergency Management.

## **Plan Development and Maintenance**

The 2016 GC-EOP supersedes all other versions of this plan and is effective immediately for planning, training and exercising.

Complete Annex plans and Incident Specific Annex plans to support the GC-EOP have not been developed at the time of adoption of the GC-EOP. The adoption of the Base GC-EOP provides a foundation for the additional Annex documents to be added.

Grand County Government and Elected Offices are aware of the importance of coordination, direction and control by appropriate County Departments and Elected Offices. During the term of transition of the County emergency plans, the Director of Emergency Management will continue to identify gaps in our planning and facilitate appropriate measures to bridge the gap.

The Office of Emergency Management will continue to work on the development and adoption of these Annex documents.

The Office of Emergency Management is responsible for the upkeep and maintenance of the GC-EOP and all related Annex documents. The review schedule for the GC-EOP and Annex documents will be on the third year anniversary of their adoption.

The Office of Emergency Management will review and revise procedures following the critique of actual or simulated emergency or disaster operations. Updates to non-significant aspects of GC-EOP may be made by the Director of Emergency Management and notice provided to plan holders. Significant changes or revisions will be reviewed by Director of Emergency Management and Attorneys Office for the process for formal revisions.

### **Emergency Operations Plan Implementation**

Plan implementation will be conducted by the Office of Emergency Management and Director of Emergency Management. The Director of Emergency Management will coordinate and assist each Department Director with the writing of their ESF Annex. The Director of Emergency Management will establish training and orientation meetings with County Departments and Elected Offices. The Director of Emergency Management will conduct tests and exercises pertaining to the activation of the GC-EOP.

### **Training**

The Office of Emergency Management will conduct training and orientation on the GC-EOP annually or as required.

The Office of Emergency Management will coordinate, train, and exercise with the staff of the Emergency Operations Center.

## **Authorities and References**

### **Federal**

Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (Volume VI Public Law 93-288 as amended by Public Law 100-707)

National Response Framework

Homeland Security Act and Information Sharing Act of 2002

Homeland Security Presidential Directive 5, Management of Domestic Incidents

Homeland Security Presidential Directive 8, National Preparedness

Standards of Good Practice: National Fire Protective Agency 1600, Disaster/Emergency Management and Business Continuity Programs

### **State**

Colorado Disaster Emergency Act of 1992 (Title 24, Article 32, Part 21, Colorado Revised Statutes, 1988 as amended)

Colorado State Emergency Operations Plan

### **Grand County Government**

Board of County Commissioners

CRS: 1-4-205 County Commissioners

CRS: 30-11-101 Powers of counties

CRS: 30-11-103 Commissioners to exercise powers of county

CRS: 30-11-107 Powers of the Board

CRS: 30-11-124 Fire planning authority

CRS: 25-1-506 County Board of Health

CRS: 24-32-2109 Local disaster emergencies

CRS: 24-32-2107 Local and interjurisdictional disaster agencies and services

Office of Assessor

CRS: 30-10-801 Office of Assessor

Office of Clerk and Recorder

CRS: 1-1-110 Powers of County Clerk and Recorder and Deputy

CRS: 30-10-401 Office of Clerk and Recorder

Office of Coroner

CRS: 30-10-601 Office of Coroner Authority

## Office of Sheriff

CRS: 30-10-511 Sheriff Custodian of jail

CRS: 30-10-512 Sheriff to act as fire warden

CRS: 30-10-513 Duties of Sheriff in coordination of fire suppression efforts for prairie or wildland fire – expenses

CRS: 30-10-515 Sheriff to execute writs – attend court

CRS: 30-10-516 Sheriff to preserve peace – command aid

CRS: 32-1-1002 Fire protection districts – additional powers and duties

CRS: 29-22-102 Hazardous substance incidents – response authorities – designation

## Office of Treasurer

CRS: 30-10-701 Office of Treasurer

## Office of Surveyor

CRS: 30-10-901 Office of Surveyor

## County Departments

### County Manager

BOARD OF COUNTY COMMISSIONERS Resolution 2012-4-19 Emergency Declaration and Spending Authority

### Emergency Management

BOARD OF COUNTY COMMISSIONERS Resolution 2016-3-24

### Public Health

CRS 25-1-506 Public Health Reorganization Act

### Mutual Aid Agreements

State of Colorado Intergovernmental Agreement for Mutual Aid, dated: December 2, 2003

Annual Wildfire Operation Plan, signed annually

## References

Emergency Management, C. D. (2008). *State Emergency Operations Plan*.

Emergency Management, M. C. (2008). *Mesa County Emergency Operations Plan*.

Emergency Management, S. C. (2010). *Summit County Emergency Operations Plan*.

## Appendices

### Appendix A: Special Definitions

The following terms are used throughout this document and have the following special meanings:

**Catastrophic incident.** A catastrophic incident is any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national moral and or constitutional functions of government. A catastrophic event could result in sustained impacts over a prolonged period of time; almost immediately exceeds resources normally available to local, State, tribal and private sector authorities; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic incidents are incidents of national significance.

**Disaster.** As defined by Colorado Revised Statutes 24-32-2103 disaster means, “the occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action, or a condition of riot, insurrection, or invasion existing in the state or in any county, city, town, or district in the state.” For Grand County, a disaster will be an event or incident or anticipated event or incident that involves severe damage or large loss of life and requires a response and recovery which is beyond the capability of local resources in protecting lives and property. The determination of a major disaster will be made by the Director of Emergency Management and the Executive Leadership of the Grand County Government.

**Emergency.** The Robert T. Stafford Disaster Relief and Emergency assistance Act defines an emergency as “any other occasion or instance for which the President determines that Federal assistance is needed to supplement local, State and tribal efforts 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.” For Grand County, an emergency will be an event or incident or anticipated event or incident that requires a response or mitigating action to supplement local resources in protecting lives and property. The jurisdictional entity and incident commander are responsible for handling emergencies and recognizing when local and mutual aid resources will not be sufficient to manage the emergency. The Director of Emergency Management and Sheriff has authority to request and order additional necessary resources, request and order mutual aid, and request assistance from the State and Federal agencies.

**Federal departments and agencies.** These executive departments are enumerated in 5 United States Code 101, together with the Department of Homeland Security; independent establishments as defined by 5 United States Code Section 104(1); government corporations as defined by 5 United States Code Section 103(1); and the United States Postal Service.



Incident of Significance. This type of incident is an actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of County Offices and Departments, possibly to include mutual aid and private sector entities in order to save lives and minimize damage. The situation may require coordination with other municipal local governments and Special Districts. The incident may require assistance from State and Federal resources. The Director of Emergency Management will determine when an incident of significance has occurred or is likely to occur and will take an active role in incident coordination and management. An incident of significance may not require activation of the EOC.

Local government. The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local government agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss and expedite recovery efforts during an emergency or disaster. They should ensure that an emergency management office serves the jurisdiction. The local Emergency Operations Plan should be prepared based upon hazards and risk analysis.

Major disaster. As defined by the Robert T. Stafford Disaster Relief and Emergency assistance Act a “Major disaster means any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of State, Local Governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.” For Grand County, a major disaster will be any catastrophic incident that requires a response and recovery which is beyond the capability of local resources in protecting lives and property, which destroys or damages significant critical infrastructure and or private property. The determination of a major disaster will be made by the Director of Emergency Management and the Executive Leadership of the Grand County Government.

Mitigation. Mitigation activities are designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The National Response Framework distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include wildfire mitigation, zoning and building codes, floodplain property acquisitions, home elevations or relocations and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain the damages to property or the environment. The Grand County OEM is responsible for maintaining the Grand County Multi-Hazards Mitigation Plan and Municipal Governments and Special Districts are responsible for maintaining their individual plan annex documents.

Non-governmental organization. These organizations include entities that associate based on the interests of their members, individuals or institutions that are not created by a government, but may work cooperatively with government.

Private sector. This section includes organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Plan. The term “the Plan” as used herein refers to the Grand County Emergency Operations Plan (GC-EOP).

Preparedness. Preparedness includes the range of deliberate, critical tasks and activities necessary to build sustain and improve the operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources. In the context of the National Response Framework, preparedness is operationally focused on actions taken in response to a threat or incident.

Prevention. Prevention involves actions taken to avoid an incident or to intervene in order to stop an incident from occurring. For the purposes of GC-EOP, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.

Recovery. Recovery involves actions and implementation of programs necessary to help individuals, communities and the environment directly impacted by an incident to return to normal where feasible. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild, replace, or re-develop destroyed property, determine future land use and development, address environmental contamination, and reconstitute government operations and services. Recovery actions often extend long after the incident has been stabilized. Recovery programs rely upon the successful establishment of a broad based recovery committee.

Response. Response activities address the short-term, direct effects of an incident. These activities include immediate actions to protect life, stabilize the situation, and protect property and the environment; meet basic human needs; and maintain the social, economic and political structure of the affected community. Response also includes the execution of emergency operation plans and incident management activities designed to limit loss of life, personal injury, property damage and other unfavorable outcomes.

State. For the purpose of this Plan, when “the State” is referenced, it refers to the State of Colorado. Federal definition: The federal definition includes any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American

Samoa, and the Commonwealth of the Northern Mariana Islands and any possession of the United States.

## **Appendix B: Phases of Emergency Management**

Mitigation. Mitigation involves actions to interdict, disrupt, pre-empt or avert a potential incident. This includes homeland security intelligence and law enforcement efforts to prevent a terrorist attack. Mitigation includes actions to:

Collect, analyze and apply intelligence and other information on all threats and hazards;

Ongoing public education and outreach activities designed to inform about hazards and risks, educate about personal preparedness and responsibilities to reduce loss of life and destruction of property;

Structural retrofitting to deter or lessen the impact of incidents and reduce loss of life, destruction of property and impact on the environment;

Code enforcement and activities such as zoning regulation, land management and building and fire code inspections;

Flood insurance and buy-out of properties subjected to frequent flooding;

Conduct investigations to determine the full nature and source of the threat and to implement countermeasures such as inspections, surveillance, security and infrastructure protection;

Conduct tactical operations to interdict, preempt or disrupt illegal activity; and to apprehend and prosecute the perpetrators;

Conduct public health surveillance and testing processes, immunizations and isolation and or quarantine for biological and agricultural and other public health threats;

Deter, detect, deny access or entry, defeat and take decisive action to eliminate threats; and

Preparedness. Preparedness involves actions of planning and readiness and may include these actions:

Development of plans and procedures, training and exercising  
Pre-deployment of response resources;

Pre-establishment of incident command posts, mobilization centers, staging areas and other facilities;

Evacuation and protective sheltering;

Implementation of structural and non-structural mitigation efforts;

Use of remote sensing technology and risk assessment, predictive and plume modeling tools;

Private sector implementation of business and continuity of operations plans.

Response. Response includes activities to address the immediate and short-term actions to preserve life, property, environment and the social, economic and political structure of the community. Response activities include:

Life Saving;

Incident Stabilization;

Property Preservation and Protection;

Search and Rescue;

Emergency shelter, housing, and basic human needs (food and water);

Emergency medical and mortuary services;

Public health and safety;

Decontamination following a chemical, biological, radiological or other incident involving contamination;

Removal of threats to the public and environment;

Emergency restoration of critical services (electric and gas services, water, sanitation, and telephone service);

Transportation, logistics and other emergency support and services;

Private sector provisions of needed goods and services through contacts or donations;

Crime scene security, investigation, evidence collection; and

Preliminary damage assessment.

Recovery. Recovery involves actions and implementation of programs needed to help government, individuals and communities return to normal. Recovery programs are designed to assist victims and families, restore institutions to sustain constitutional government, economic viability and confidence, rebuild destroyed infrastructure, personal property, and reconstitute government and business operations and services. Recovery actions often extend long after the incident itself is declared over. Recovery programs include mitigation components designed to avoid damage and destruction from future incidents. Recovery actions may include:

Establishment of a Recovery Task Force;

Repair and replacement of damaged public facilities (roads, bridges, government facilities, schools, hospitals, and other qualified facilities or infrastructure);

Special assistance to Special Needs Populations;

Debris cleanup and removal;

Temporary housing and other assistance for disaster victims, pets, and livestock;

Temporary assistance to business community to establish supply or distribution of necessary services, supplies, and commodities;

Assistance to help individuals and businesses with long-term rebuilding and mitigation measures;

Restoration of public services (electric and gas services, water, sanitation, and telephone service);

Crisis counseling and mental health;

Disaster unemployment assistance; and

Planning and re-development for long-term community sustainability, recovery and mitigation, and economic stabilization and viability.

## Appendix C: Plan Priorities

The following operational priorities are listed for guidance and it is understood that each situation will dictate the order of importance. The operational demand that is highest on the list shall prevail whenever demands for emergency assistance/requests for resources (personnel or equipment) come into short supply or conflict. The stabilization of the incident is an overarching priority and should be a measurable result at some point in the incident by taking action on the following operational priorities.

Save human lives;

Treat the injured;

Warn the public to avoid further casualties;

Shelter persons-in-place from the effects of the incident;

Evacuate people from the effects of the incident;

Shelter and care for those evacuated; and

Save animals – livestock and domestic pets.

Protect Property

Save property from harm/destruction;

Take action to prevent further harm/loss; and

Provide security for property, especially in evacuated areas.

Protect the Environment

Confine hazardous and destructive releases to the smallest possible area;

Prevent runoff and debris flow from entering water shed basins, water impoundment systems, streams, ponds, lakes, rivers or sewer systems; and

Contain the chemical, debris, or hazard released.

Stabilize the Economy

Take actions to prevent price inflation in the sale of essential goods, services and contracts; and  
Take actions to restore business viability and operations and support employment opportunities.

Restore the Community

Restore essential services and utilities; and

Take action to support employment opportunities