Part One:

Emergency Preparedness Plan

LARIMER COUNTY

COMMITTED TO EXCELLENCE

Larimer County Emergency Management
200 W. Oak Street
Fort Collins, CO 80526

www.larimer.org

TABLE OF CONTENTS

PART ONE: Emergency Preparedness Plan

Section 1.1: Introduction **3**

Section 1.2: Emergency Management Standards **3**

NFPA 1600 3

Emergency Management Accreditation Program (EMAP) 4

Section 1.3: Program Measures **4**

Section 1.4: National Incident Management System Components **6**

Section 1.5: Training **9**

Section 1.6: Testing and Exercising **10**

Section 1.7: Establishment of Authorities and Financial Systems **11**

Section 1.8: Intergovernmental / Interagency Relationships **13**

Section 1.9: Partners in Emergency Management **13**

Section 1.10: Public Awareness and Education **15**

Section 1.11: Planning Considerations **16**

Planning for People with Access and Functional Needs 15

School and University Planning 17

Evacuation and Shelter Planning 17

Re-Entry Planning 18

Local Emergency Planning Commission Planning 19

Continuity of Operations Planning 19

Section 1.12: Approval Signatures **20**

Preparedness Annexes

Training and Exercise Annex 21

Public Awareness and Education 33

Larimer County Preparedness Plan

Section 1.1: INTRODUCTION

Larimer County faces a wide range of natural and human-caused emergencies and disasters every year. The county is able to effectively and efficiently respond to these threats and hazards through a collaborative emergency management system involving a wide-range of governmental and non-governmental partners. This plan outlines the key preparedness activities vital to an effective response and recovery from disaster.

Presidential Policy Directive 8 (PPD 8) describes the nation's approach to national preparedness and establishes the National Preparedness Goal, which is to develop, "a secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk." This Larimer County CEMP addresses this goal and provides local perspective to meet this goal at the county level for hazards and threats faced by our community. This goal is accomplished through a whole community perspective, involving all key partners and agencies in preparing Larimer County residents and visitors.

Section 1.2: EMERGENCY MANAGEMENT STANDARDS

While emergency management has existed informally for centuries, the profession of emergency management is relatively new. Over the last decade there has been enormous growth in emergency management leading to the development of two primary emergency management standards: NFPA 1600 and the Emergency Management Accreditation Program (EMAP).

NFPA 1600

The National Fire Protection Administration (NFPA), in cooperation with the Federal Emergency Management Agency (FEMA), the National Emergency Management Association (NEMA), and the International Association of Emergency Managers (IAEM), developed a set of standards in emergency management called NFPA 1600: *Standard on Disaster / Emergency Management and Business Continuity Programs*. This standard provides criteria necessary to develop and assess programs that implement, and maintain aspects for prevention, mitigation, preparation, response, and recovery. It applies to public, not for profit, and private entities.

NFPA 1600's comprehensive framework is also applied to standards for hospitals. The 2005 revision to NFPA 99, *Standard for Health Care Facilities*, Chapter 12, Health Care Emergency Management, incorporated the "program" emphasis of NFPA 1600, serving to differentiate an "emergency management program" for health care systems from the current emphasis by other hospital standards on an "emergency management plan."

Emergency Management Accreditation Program (EMAP)

The Emergency Management Accreditation Program (EMAP) is the voluntary national accreditation process for state, territorial, tribal, and local emergency management programs. Using collaboratively developed, recognized standards and independent assessment, EMAP provides a means for strategic improvement of emergency management programs, culminating in accreditation.

EMAP uses NFPA 1600 as the basis for guidelines that are used to accredit state, local, and tribal emergency management programs. Accreditation involves review of documentation, observations, and interviews with program officials (e.g., officials with the emergency management agency and from partner agencies, such as transportation, health, utilities, environmental, and law enforcement).

EMAP is a scalable yet rigorous national standard for state/territorial, local, regional and tribal government emergency management programs. It was collaboratively developed in a series of working groups of emergency management stakeholders from government, business and other sectors, and continues to evolve to represent the best in emergency management for the public sector.

Section 1.3: PROGRAM MEASURES

A primary goal for Larimer County is to build a program that meets or exceeds both NFPA 1600 and EMAP standards. The following program measures are considered necessary components of a viable emergency management program, and are included in both NFPA 1600 and EMAP standards:

1. **Program Establishment and Maintenance** – A documented emergency management program shall be established to include executive policies, roles and responsibilities, program goals and objectives, plans and procedures, budget and schedule of activities, and records management procedures.
2. **Administration and Finance** - Fiscal and administrative procedures designed to support an emergency management program are important for day-to-day as well as disaster operations.
3. **Laws and Authorities** – Laws and authorities refer to the legal underpinning for the emergency management program. Federal, tribal, state, and local statutes and implementing regulations establish legal authority for development and maintenance of the emergency management program and organization and define the emergency powers, authorities, and responsibilities of the chief executive and the program coordinator. These principles serve as the foundation for the program and its activities.
4. **Threat and Hazard Identification, Risk Assessment and Consequence Analysis** –Tribal, state / territorial and local threat and hazard identification and risk assessment (THIRA) activities involve identification of threats and hazards, and assessment of risks to persons, public and private property and structures. The data collected at the

community and local level provides much of the data the state or jurisdiction will use to produce its jurisdiction-wide assessment of risk. The information collected during the THIRA will also be used for more detailed data and loss estimation projections and post-event assessments.

5. **Hazard Mitigation** - The intent of a hazard mitigation program is to target resources and prioritize mitigation activities to lessen the effects of disasters to citizens, communities, businesses and industries.
6. **Prevention and Security** – Prevention and security are those program areas dealing specifically with homeland security and terrorism, critical infrastructure and key resource protection, epidemiological and public health initiatives. It includes intelligence fusion centers, interdiction, deterrence, and enforcement operations. It differs from mitigation in that it inherently focuses on those threats that can feasibly be prevented such as intentional attacks or sabotage and identification and containment of disease outbreaks.
7. **Planning** – Emergency management involves the development of several kinds of plans. This core competency deals with strategic plans, which set the overall course and direction of the program; emergency operations/response plans, which focus on the mechanisms for activating the organization and its assets during an actual operation; mitigation plans, which focus on prevention and reduction of the impacts of hazards; continuity of operations plans, which provide for continuation of essential program functions during a disaster; and a recovery plan or strategy, which guides the jurisdiction through restoration of services, facilities and functions.
8. **Incident Management** – Incident management allows officials to: (1) analyze the situation and decide how to quickly and effectively respond; (2) direct and coordinate response forces; (3) coordinate with other jurisdictions; and (4) use available resources efficiently and effectively.
9. **Resource Management and Logistics** – Resource management involves the pre-disaster, systematic identification of resource requirements, shortfalls and inventories, and maintaining a system to order, mobilize, track, manage and demobilize resources during an incident.
10. **Mutual Aid / Assistance** – Mutual aid addresses the need for agreements and capabilities for sharing response and recovery assistance across jurisdictional lines.
11. **Communications and Warning (Pre-Disaster)** – Communications involves establishing, using, maintaining, augmenting and providing backup for communications devices required in day-to-day and emergency response operations. Warning includes dissemination to government officials and the public timely forecasts of all hazards requiring protective and/or emergency response actions.
12. **Operations and Procedures** – Development, coordination and implementation of operational plans and procedures are fundamental to effective disaster response and recovery.
13. **Facilities** – Facilities are required to adequately support emergency management activities, e.g., shelters.
14. **Training** – Training involves the assessment, development, and implementation of a

documented training/educational program for public/private officials and emergency response personnel.

15. **Exercises, Evaluations and Corrective Actions** – A program of regularly scheduled drills, exercises and appropriate follow-through activities, designed for assessment and evaluation of emergency plans and capabilities, is critical to a tribal, state, or local emergency management program.
16. **Crisis Communications, Public Education and Information** – Public education and information provides the general public with education on the nature of hazards, protective measures and an awareness of the responsibilities of government and individuals in an emergency. In a disaster, crisis communication focuses on providing accurate, timely and useful information and instructions to people at risk in the community throughout the emergency period. Information and educational materials are available in alternative formats upon request.

Each of these 16 program measures are outlined in detail in the following pages of this Larimer County CEMP.

Section 1.4: NATIONAL INCIDENT MANAGEMENT SYSTEM COMPONENTS

Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents,* directed the development and administration of the National Incident Management System (NIMS). Originally issued on March 1, 2004, by the Department of Homeland Security (DHS), NIMS provides a consistent nationwide template to enable federal, state, tribal, and local governments, nongovernmental organizations (NGOs), and the private sector to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.

HSPD–5 also requires all federal departments and agencies to adopt NIMS and to use it in their individual incident management programs and activities, as well as in support of all actions taken to assist state, tribal, and local governments. **The directive requires federal departments and agencies to make adoption of NIMS by state, tribal, and local organizations a condition for federal preparedness assistance** (through grants, contracts, and other activities). Colorado officially adopted NIMS on December 6, 2004, through Executive Order D 011 04, signed by Governor Bill Owens.

NIMS Components

The components of NIMS were not designed to stand alone, but to work together in a flexible, systematic manner to provide a framework for incident management.

- Adoption: Formally adopt NIMS within the jurisdiction/department/agency and encourage formal NIMS adoption as appropriate by external partners (professional associations, private sector partners, contractors, grantees, and vendors) with incident management responsibilities. Larimer County adopted NIMS as its system of preparing

for and responding to emergencies and disasters on May 3, 2005 through County Resolution. This CEMP outlines the requirements for NIMS compliance at the county level and the mechanisms for which that compliance will be measured.

- Designation of a single point of contact to serve as the principal coordinator for NIMS implementation. Larimer County has designated the Director of Emergency Management as the principle coordinator for NIMS implementation.
- Promoting or encouraging other external partners and stakeholders without formal or legal agreements to adopt NIMS formally. Larimer County Emergency Management works with multiple local, state, and federal partners, as well as non-governmental entities. In all operations, Larimer County will formally utilize NIMS as the framework for emergency management and will urge partners to do the same.
- Developing and maintaining a NIMS Implementation Plan for each specific department/agency. Larimer County Emergency Management works with every department and division within county government to establish policies and procedures for emergency training, exercising, planning and response activities. Please see below for specific training requirements.
- Annually verify department/agency NIMS compliance by inputting data into NIMSCAST. Larimer County participates in the NIMSCAST program and annually verifies NIMS compliance as determined by the requirements outlined in this plan.

There are five key components to NIMS which are further identified and addressed throughout this CEMP:

a. Preparedness – Effective emergency management and incident response activities begin with a host of preparedness activities conducted on an ongoing basis in advance of any potential incident. Preparedness involves an integrated combination of assessment; planning; procedures and protocols; training and exercises; personnel qualifications, licensure, and certification; equipment certification; and evaluation and revision.

- Revise and update department/agency incident management plans and standard operating procedures/standard operating guidelines to incorporate NIMS components, terminology, principles, and policies.
- Promote the department/agency, non-governmental and private sector use of cooperative agreements (e.g. Mutual Aid Agreements, Memorandums of Understanding/Agreement, Letters of Agreement, and Interagency Agreements).
- Implement NIMS training to include appropriate personnel (as identified in the Colorado NIMS Training Plan, 2012) and in accordance with their incident management responsibilities.
- Incorporate NIMS into all applicable department/agency incident management exercises and evaluation programs.
- Evaluate the implementation of NIMS in all department/agency incident management exercises to identify gaps in implementation.

- Incorporate NIMS corrective actions into department/agency preparedness/response plans and procedures.

b. Communications and Information Management – Emergency management and incident response activities rely on communications and information systems that provide a common operating picture to all command and coordination sites. NIMS describes the requirements necessary for a standardized framework for communications and emphasizes the need for a common operating picture. This component is based on the concepts of interoperability, reliability, scalability, and portability, as well as the resiliency and redundancy of communications and information systems.

- As appropriate, apply standardized and consistent terminology, including the use of plain language, in all department/agency communication protocols and/or plans for incident management and planned events.
- Develop systems, tools, and processes to ensure that incident managers at all levels share a common operating picture of an incident.

c. Resource Management – Resources (such as personnel, equipment, or supplies) are needed to support critical incident objectives. The flow of resources must be fluid and adaptable to the requirements of the incident. NIMS defines standardized mechanisms and establishes the resource management process to identify requirements, order and acquire, mobilize, track and report, recover and demobilize, reimburse, and inventory resources.

- Develop a department/agency inventory of incident management assets and identify those assets that conform to NIMS Resource Type Definitions.
- Upload inventory into the Colorado Emergency Resource Inventory and maintain the inventory as necessary.
- Utilize response asset inventory for mutual aid/assistance requests, exercises, incident management, and planned events.
- To the extent permissible by federal law, incorporate relevant state and national standards to achieve equipment, communication, and data interoperability into existing department/agency business practices and procedures.

d. Command and Management – The Command and Management component of NIMS is designed to enable effective and efficient incident management and coordination by providing a flexible, standardized incident management structure. The structure is based on three key organizational constructs: the Incident Command System, Multiagency Coordination Systems, and public information.

- Manage all interagency emergency incidents and planned events in accordance with Incident Command System (ICS) organizational structures, doctrine, and procedures defined in NIMS.

- Use ICS in department/agency Incident Action Plans (IAPs) and common communications plans.
- Coordinate and support emergency incident and event management through Multiagency Coordination Systems (MACS).
- Establish a public information system within the department/agency to include Joint Information System and Joint Information Center components.
- Ensure department/agency can gather, verify, coordinate, and disseminate critical public affairs information during an incident.

e. Ongoing Management and Maintenance – There are two components to ongoing management and maintenance: 1) the Secretary of Homeland Security, through the NIC, publishes the standards, guidelines, and compliance protocols for determining whether a local, state, tribal, or federal government has implemented NIMS; and, 2) the Secretary, through the NIC, manages publication and collaboratively, with other departments and agencies, develops standards, guidelines, compliance procedures, and protocols for all aspects of NIMS.

Section 1.5 TRAINING

To ensure the investment in emergency management personnel and resources can be relied upon when needed, Larimer County has developed a program of training and exercises that involves all levels of government, from elected officials to line-level staff. This CEMP outlines the requirements for all county divisions and departments in the execution of this program.

Training Plan

The Larimer County Training Program achieves the following strategic objectives:

- Defines a countywide curriculum for NIMS and provides information on NIMS courses in the core curriculum by promoting comprehensive NIMS-related training beyond Incident Command System (ICS) training
- Identifies broad NIMS training goals and objectives for NIMS training
- Guides human resource management via established training baselines for emergency and incident response personnel qualifications, based on development of core competencies for NIMS-based incident management positions

Training and Exercise Needs and Requirements

Larimer County has a wide range of subject-matter expertise with regard to emergency response procedures. The Larimer Prepared Program through the county government ensures all county employees have the basic tools and understanding to provide for their own safety during and after events that occur in the work environment. Additionally, partnerships exist with surrounding jurisdictions and agencies to provide for emergency response operations in county buildings and on county property.

A basic premise of NIMS is that all incidents begin and end locally. The primary goal of this plan is to facilitate training and qualification of emergency management personnel to all NIMS concepts and principles.

Division and Department Emergency Management Training Requirements
Fulfilling the training associated with this plan helps emergency management personnel develop preparedness capabilities for effective and efficient incident management. Therefore, all departments and divisions are directed to outline policies for emergency management training requirements for their staff, and to train staff according the guidelines established in this plan, depending upon their roles of responsibilities.

Section 1.6 TESTING AND EXERCISING

Plans, training, and equipment, and their capabilities are validated through exercises. Exercises are the primary tool for assessing preparedness and identifying areas for improvement, while demonstrating community resolve to prepare for major incidents. Exercises aim to help entities within the community gain objective assessments of their capabilities so that gaps, deficiencies, and vulnerabilities are addressed or recognized prior to a real incident. Exercises provide opportunities for department and agency officials and emergency responders to practice and test capabilities that have been built through a coordinated process of planning, training, and equipment purchases.

Exercises are critical to:

- Test and evaluate plans, policies, and procedures
- Identify planning weaknesses
- Identify resource gaps
- Improve interagency coordination and communication

Testing and Exercise Requirements
Larimer County Emergency Management is responsible for providing testing and exercising of emergency management plans and procedures for county staff. These exercises will be conducted at least annually and will include the full spectrum of exercises to ensure complete understanding of plans, policies, procedures and programs. Division and Department Directors are responsible for coordinating with the emergency management department to ensure their staff is prepared for emergency and disaster roles and responsibilities.

Evaluation and Corrective Actions
At the end of each exercise, an After Action Review (AAR) should be conducted to document the event. The AAR should describe the exercise scenario, what happened and when, what worked well, and what needs improvement. The key element of the AAR should be an

improvement plan that identifies the event, the outcome, who is responsible for developing and implementing changes, and a date those changes should be completed. Finally, a method should be established for follow up on all corrective actions to verify that changes are implemented. This is a valuable tool for Larimer County Emergency Management as it sets the stage for future planning, training and exercises.

Section 1.7: ESTABLISHMENTS OF AUTHORITIES AND FINANCIAL SYSTEMS

A key to any effective emergency management program is the definition of clear authorities and systems. Policies should be in place prior to an emergency occurring to ensure adequate reimbursement and resource management. These include, but are not limited to:

- Standing contracts with local resource suppliers for supplies, food, fuel, etc. to ensure the best possible price during an emergency.
- Resolutions/ordinances establishing emergency actions, such as evacuations, false reporting of emergencies, etc.
- Jurisdictional policies outlining how employees will be paid during emergency situations. Emergency waivers including emergency purchasing procedures, the ability to waive certain fees, changes to building codes or zoning, etc.

Agreements and Contracts

The Larimer County Board of Commissioners and other Elected Officials have the authority to sign agreements for anything they are required to do by Colorado law. The following section outlines some of the key agreements and contracts that are part of an effective emergency management program.

Mutual Aid Agreement (MAA) – Mutual aid agreements are day-to-day, long standing agreements that are utilized most frequently in emergency management. They are maintained among two or more jurisdictions, are used when incidents exceed routine local resource availability and can be used for special circumstances such as automatic mutual aid to specific areas or where one jurisdiction has a specialized team i.e., a hazardous materials response team, or to backfill when resources become limited. Emergency managers should be familiar with the MAAs within their jurisdiction and know which are formal and implied through historical precedent. Many times, formalizing implied MAAs is needed.

Memorandum of Understanding (MOU) – An MOU is a document that outlines an agreement between two parties for services or support. For example, a group of emergency response organizations may sign an MOU stating that they all agree to use the same radio systems and frequencies for emergency response. It is understood by all that coordination is needed for the safety of the community. MOUs don't typically involve a financial component. MOUs are more formal than

a gentlemen's agreement, but generally lack the bind power of a contract.

Memorandum of Agreement (MOA) – An MOA is a document written between two parties to cooperatively work together on an agreed upon project or meet an agreed objective. The purpose of an MOA is to have a written understanding of the agreement between parties. It can be used between agencies, the public and the federal or state governments, communities, and individuals. An MOA lays out the ground rules of a positive cooperative effort. MOAs can be binding, holding the parties to their commitments.

Intergovernmental Agreement (IGA) – An IGA is a binding contract between two or more governmental entities parties for support or services.

Contractual Agreements – During an incident, it is often necessary to obtain outside commercial resources, such as food or sanitation services, through a contractual agreement. The purchasing / procurement department should set these up well in advance of an emergency or disaster in order to ensure the best price for the service or equipment.

Land Use Agreements – It is often necessary to obtain the use of land that is not owned by Larimer County, such as a lake for water drops during a wildfire, or a park to provide camping facilities for emergency responders. Some of these agreements can be predetermined, while others may need to be developed at the time of the disaster. Determining where land or water exists that can be utilized for an emergency can assist planning efforts before an emergency occurs. For example, when activating a donations operation, three separate facilities may be needed: a warehouse, a collection point and a distribution center. Knowing what buildings can support these operations will save time and money when activation is necessary.

The development of these agreements will be done prior to an emergency or disaster affecting the community whenever possible, but can also be implemented by Larimer County's key and elected officials (Policy Group) based on the circumstances of the disaster.

Pre-Disaster Financial Obligations and Considerations

Larimer County continually works to improve its financial and administrative procedures to support the emergency management program before, during, and after an emergency or a disaster. These actions include but are not limited to:

- The establishment of emergency funding mechanisms to ensure the county is able to fully recover after a large-scale emergency or disaster.
- Pre-disaster contracting. These contracts will save Larimer County time, money and resources when a disaster occurs. These contracts are utilized with all local vendors, as

well as neighboring jurisdictions, private partners and non-governmental organizations.

- Financial systems to ensure the accurate tracking and management of expenses incurred during an emergency or disaster, especially if seeking state and/or federal reimbursement or assistance. Financial documents, such as intergovernmental agreements and contracts, are part of these systems to ensure efficient and effective use of local resources.
- Tracking mechanisms for all expenses including direct costs, such as personnel and equipment, and any indirect costs associated with the disaster.
- Establishment of Emergency Waivers in all policies and procedures countywide to ensure Larimer County is able to follow all local processes during and after a disaster. Procedures should be created and maintained for expediting fiscal decisions in accordance with established authorization levels and fiscal policy.

Section 1.8: INTERGOVERNMENTAL / INTERAGENCY RELATIONSHIPS

One of the most important functions of any emergency management program is fostering relationships with various public and private partners and jurisdictions. Most incidents can be handled through local resources or mutual aid agreements with surrounding jurisdictions. However, there are often incidents that cross jurisdictional boundaries or are so large that they cannot be handled through local agreements.

These relationships occur both horizontally and vertically, with local partners and agencies working together, as well as varying levels of government (i.e. special districts, municipalities, counties, states, tribes and federal agencies).

Authority is an issue that continues to come up in discussion amongst emergency managers. The fact is that no one entity will ever have total authority over a cross-jurisdictional emergency scene. Jurisdictions must learn to work together, practice together, and respond together in order to work out jurisdictional concerns. One of the best, and most challenging, aspects of emergency management is that jurisdictions must develop plans and procedures that include local, state, tribal and federal entities, all working toward a common goal. This is not easy, and therefore must be constantly evaluated to ensure relationships remain strong.

Section 1.9: PARTNERS IN EMERGENCY MANAGEMENT

Larimer County's comprehensive emergency management program facilitates the development and maintenance of a network of relationships among officials and various public and private partners. Many incidents can be handled through local resources, however, we often find that incidents cross jurisdictional boundaries or depend on mutual aid assistance from neighboring jurisdictions. For these instances, having relationships formed in advance with various partners is essential.

Public Officials: have an obligation to protect the lives and property of their constituents. Ultimate responsibility for how effectively their community mitigates against, prepares for, responds to and recovers from a disaster rests with these officials.

The Emergency Manager: is responsible for developing, organizing, exercising and executing the community's emergency management system. The emergency manager coordinates preparedness, mitigation, response and recovery actions among a multitude of agencies including: local, state, federal and tribal governments, special districts, school districts, volunteer and non-profit organizations, civic groups, faith-based organizations, and the private sector.

Volunteer Groups: assist emergency personnel in a variety of ways, such as opening and managing emergency shelters, helping in search and rescue efforts, and cleanup operations in the aftermath of a disaster.

> **Volunteer Organizations Active in Disasters (VOADs):** the Larimer County Volunteer Organizations Active in Disaster acts as a clearinghouse for volunteer organizations that help provide people, services, equipment and coordination to the county's residents and visitors affected by disasters. This clearinghouse includes volunteers from faith-based organizations, non-profits, private sector partners and other non-governmental organizations.
>
> **Communications Support Volunteers:** the Amateur Radio Emergency Service (ARES) consists of licensed amateurs radio operators who voluntarily register their qualifications and equipment, with their local ARES leadership, for communications duties when disaster strikes. During periods of ARES activation, certified unpaid personnel are called upon to perform many tasks for the government agencies they serve. Although the exact nature of each activation is different, the common thread is communications.

Private Sector: Larimer County has large private sector partners within the county or in the surrounding area that can provide an enormous amount of support before, during and after emergencies and disasters. Knowing the private sector businesses that can assist the community before a disaster occurs can save both time and money. Additionally, a large part of recovery is ensuring economic recovery. Involving private businesses in the planning and preparedness of the community also ensures there are plans in place for business continuity and economic recovery after a disaster. Businesses and governments alike understand the value of planning for continuity of operations. Too often, however, that planning is done in isolation – within a company, by industry sector, or by government alone. The very best business continuity planning by an individual company is for naught if the community around that business cannot function after a disaster. The goal of a public-private partnership is strengthen capacity to prevent, respond to, and recover from natural and human-caused disasters through effective public-private collaboration.

Section 1.10: PUBLIC AWARENESS AND EDUCATION

Larimer County has developed a system for notifying citizens of impending threats and how to respond during emergency incidents. All disciplines and jurisdictions are included in emergency notifications for all hazards. For the public, these systems provide an opportunity to avoid the path of a disaster and to make the proper arrangements to ensure that their property and belongings will be protected as much as possible.
Emergency public information capabilities include the following:

- A central contact facility for the media called a Joint Information Center
- A system for gathering, monitoring, and disseminating emergency information
- Pre-scripted information bulletins
- A method to coordinate and clear information for release
- The capability of communicating with populations who have access and functional needs
- Protective action guidelines/recommendations (e.g., shelter-in-place or evacuation)

Additionally, the Larimer Prepared program ensures all county staff understand the process for emergency notifications and emergency actions. Activation of the emergency management team and other disciplines (fire, law enforcement, EMS, health, and/or other town/county administration) shall be done as soon as possible based on the complexity and type of incident. Activation can range from courtesy notification to full activation of agencies with call-back of off-duty personnel.

Public Education Campaigns

Public education campaigns include ways in which the public can decrease their own risk and empower them to assist the community in times of disaster. For example, wildfire mitigation programs such as the Firewise Program, teach residents key mitigation techniques to utilize when living in wildland areas. Firefighters in these areas, as well as the Sheriff's Office Emergency Services group will assist homeowners with information and resources for the safety of the entire neighborhood.

Public preparedness campaigns typically belong to the emergency management agency, with assistance from multiple public and private entities. They may involve preparedness materials, public messaging, radio and TV addresses, media briefings and involving the public in trainings and exercises.

Warning Programs

Warning systems are an integral part of preparedness. Advanced warning systems help save lives and reduce risk by providing relevant information to the public and policymakers. Larimer County must develop and utilize warning systems that are best suited for relevant demographics, geography, and anticipated hazards. This could be on a small-scale, such as a law enforcement incident asking residents to stay inside, or it could be on a broad-scale notifying

the community about an oncoming storm. These warning systems vary greatly depending on the hazard and jurisdiction. Some examples include:

- Emergency dispatch center notifications through the Larimer Emergency Telephone Authority, where the dispatch center calls landline and cellular phones to warn the public or give instructions during an emergency
- National Oceanic and Atmospheric Administration weather radios that send an alert notification of weather events in your area
- Internet-based or cellular phone-based applications that send messages and alerts from the National Weather Service, the news media, or other sources

Recognizing that no single warning system will ever reach everyone, Larimer County uses multiple systems to warn the public. Additionally, Larimer County continues to work on additional provisions for people with access and functional needs, including text messaging, language lines, and other assistive technologies.

Section 1.11 PLANNING CONSIDERATIONS

In conjunction with this CEMP, several planning efforts occur throughout the county. These efforts may be directed by the county or in coordination with another jurisdiction, agency or group.

Planning for Populations with Access and Functional Needs (AFN)

Larimer County understands the unique needs of the individuals in its community. Individuals with varying degrees of sight, hearing, language, cultural, cognitive abilities or physical fitness, as well as financial status may not be able to use typical emergency services and products or even know they exist. Policies and procedures should anticipate what might make emergency services or products difficult or impossible to use. Planning for populations with access and functional needs occurs across all plans, policies and procedures, not just in one annex or stand-alone document. This ensures a whole community approach to the planning process.
Examples include, but are not limited to:

- Response Processes: This may include sheltering and evacuation. Can an individual using a wheelchair or scooter get into a shelter? One step can stop a wheelchair. Once in the shelter, can the individual get from room to room or use the bathroom and shower? How many individuals in the community need transportation to evacuate? Will they need a van, wheelchair van or ambulance? Are medical personnel needed at the shelter? Is the sheltering agency able to shelter individuals with access and functional needs?
- Information: Can everyone in the community receive the messages you send out? Will language or literacy prohibit them from reading the messages? Are the messages in media suitable for the hearing and visually impaired?
- Training: Can everyone in your community access training facilities? How can they learn about training opportunities? Can they understand the training material or the instructors?

- Service Organizations: Will individuals that rely on specialty services to maintain their quality of life have the same access to services during different types of emergencies? For example, can they get medications and oxygen delivered, or can they get accessible transportation?
- Equipment: What equipment is available? Wider and higher set cots are necessary for many types of individuals with AFN. What other type of equipment may citizens bring with them, such as oxygen concentrators?

Further guidelines on considerations for populations with access and functional needs can be found through the Americans with Disabilities Act (ADA) at: http://www.ada.gov/. Additionally, FEMA has released Shelter and Evacuation Guidance for populations with access and functional needs. This guidance can be found at:
http://www.fema.gov/pdf/about/odic/fnss_guidance.pdf.

School and University Emergency Planning
Colorado schools and universities are required to have emergency response plans and teams. Larimer County Emergency Management supports the school districts and Colorado State University in their emergency planning process and provides technical assistance when requested. Additionally, the county will often be involved in training and exercising at these facilities due to their unique situation within the county and the multi-jurisdictional approach to emergency response at schools and universities.

Evacuation and Shelter Planning
Emergency or disaster situations may require a partial or total evacuation of a community. The characteristics and scope of the emergency will determine where and when evacuations occur, the number of people affected, and the measures needed to ensure safety. Mass evacuations may be required in the event of a hazardous materials incident, terrorist threat or major natural disaster.

Evacuation planning is typically conducted by the Fire District/Department in conjunction with the Sheriff's Office. This planning addresses high vulnerability areas of the community, i.e., the elderly, schools, high density areas, or areas downstream from a dam, or historically high risk areas with previous evacuations. Transportation, supplies and equipment (cots, blankets, etc.) will be secured via the Emergency Operations Center, but will be available pre-disaster in the Resource Management Annex as part of Section 3 of this CEMP. Alternate methods of transportation and alternative facilities and supply chains are also identified in case multiple communities are affected and need to utilize the same transportation, facilities and supplies.
Shelter locations are designated pre-disaster and will be located a safe distance from the impacted area. They will also be easily accessible from major roadways that will allow access to transportation and will be easily accessible to people with access and functional needs. When able, these locations will have back up power, food, and sanitary facilities.

Volunteers are a tremendous resource to assist with planning for and operating mass care shelters. The American Red Cross (ARC) is a non-governmental organization (NGO) that regularly assists Larimer County with disaster sheltering. Weather can sometimes be a factor deterring volunteers from getting to certain locations, or if the disaster is large enough, the ARC may be over tasked and not readily available to assist. Therefore, alternatives to ARC shelter management are identified in the planning process.

Large and small animals require evacuation and sheltering and are taken into consideration when planning for shelters. Numerous disasters have shown that people are less likely to evacuate if it means abandoning their animals. The Larimer County Animal Response Team (CART) is available to assist with this function and provides training to volunteers on this function.

Evacuation/Shelter Authority

Following several large-scale natural disasters, a common concern for emergency managers is the issue of who can determine mandatory evacuations. The debate continues at the national level with no definitive answer. In Colorado, however, the authority to issue a mandatory evacuation order lies with the Governor, county sheriff or chief official of the affected jurisdiction. Evacuation orders of the Governor, local authorities, and sheriffs are enforced by criminal sanctions, and a person disobeys an evacuation order at his or her peril. A person commits the crime of obstructing government operations if, by using or threatening to use violence, force, or physical interference or obstacle, he or she intentionally obstructs, impairs, or hinders the performance of the governmental function by a public servant [§ 18-8-102(1), C.R.S.] A person commits the crime of obstructing a police officer or fire fighter or other rescuer if the person uses or threatens violence, force, physical interference, or an obstacle and knowingly obstructs, impairs, or hinders the enforcement of a penal law or the preservation of the peace by a peace officer or the prevention, control, or abatement of fire by a fire-fighter [§ 18-8-104(1)(a), C.R.S.].

Additionally, the question of what buildings or properties may be temporarily taken over by emergency management personnel during a crisis, such as for the establishment of a shelter, remains a local issue. Currently, this is most easily done with facilities owned by or under the control of Larimer County. The facilities annex as part of this CEMP addresses this concern by pre-designating facilities for use during emergencies or disasters.

Re-entry Planning

Once a community has been evacuated, certain procedures are necessary for safe re-entry into the area once the threat has been mitigated. This may include restoration of utilities, public health considerations, ongoing security and debris removal. Re-Entry planning will be conducted both pre-disaster as well as post-disaster, depending upon the scale and location of the event. Re-Entry planning considerations are addressed in more detail in the Re-Entry Annex as part of Section 4 of this CEMP.

Local Emergency Planning Commission (LEPC)

The Local Emergency Planning Commission can provide detailed information regarding hazardous materials facilities and preparedness activities in Larimer County. It has four basic functions by Colorado statute (24-33.5-822):

1. to develop a comprehensive emergency plan for the community and keep the plan up-to-date;
2. to receive information about accidental releases;
3. to collect, manage, and provide public access to information on hazardous chemicals in the community; and
4. to educate the public about risks from accidental and routine releases of chemicals and work with facilities to minimize the risks.

Continuity of Operations Planning

The Larimer County Continuity of Operations Plan (COOP) details how essential functions will be handled during any emergency or situation that may disrupt normal operations, leaving office facilities damaged or inaccessible. The purpose of COOP planning is to assure that the capability exists to continue essential agency functions across a variety of potential emergencies. The COOP plan is written with the following objectives in mind:

- Ensuring the continuous performance of Larimer County's essential functions and operations during an emergency;
- Protecting essential facilities, equipment, records and other assets
- Reducing or mitigating disruptions to operations
- Reducing loss of life, minimizing damage and losses; and
- Achieving a timely and orderly recovery from an emergency and resumption of full service to customers

The continuity plan identifies critical and non-critical stakeholders and how each group will be notified. It also identifies the critical and time-sensitive applications, alternative work sites, vital records, orders of succession, delegations of authority, contact lists, processes, and functions that shall be maintained, as well as the personnel, procedures, and resources that are needed while the entity is reconstituting/recovering. The Larimer County Continuity of Operations Plan is located as Section Five of this CEMP.

Section 1.12 APPROVAL SIGNATURES

The Emergency Preparedness Plan has hereby been reviewed and approved by the Board of County Commissioners and Larimer County Sheriff this 3rd day of February, 2015, and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: _____
Board of Commissioners Chair

BY: _____
Sheriff