

LARIMER COUNTY  
COMPREHENSIVE EMERGENCY  
MANAGEMENT PLAN  
**PART 3: EMERGENCY  
OPERATIONS PLAN**



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**Operational Annexes (Available as part of the Comprehensive Emergency Management Plan)**

- Incident Management Annex
- EOC Management Annex
- Evacuation and Re-Entry Annex
- Resource Management Annex
- Sheltering and Comfort Center Annex
- Public Information Management Annex
- Emergency Alert and Warning Annex
- Disaster Declaration Annex
- Mass Casualty Plan
- Mass Critical Victim Response Plan
- Mass Gathering Plan

## Larimer County Emergency Operations Plan

### INTRODUCTION AND PURPOSE

This plan outlines a framework for coordinating and integrating response and short-term recovery operations between local, state, and federal agencies in Larimer County. This plan was prepared by the Larimer County Office of Emergency Management and applies to all organizational staff in response.

The Larimer County Emergency Operation Plan (EOP) is a comprehensive all-hazard plan that provides details on emergency response policies, roles and responsibilities, operational authorities, short-term recovery protocols, and technical guidance for responding to a major disaster. This comprehensive plan is utilized to guide response for major disasters and disruptions in Larimer County that threaten to overwhelm local response capabilities and resources. This plan lays out roles and responsibilities for various government agencies and personnel during an emergency to reduce confusion and overlap during a crisis.

Not all disasters are created equal and often result in unique cascading events that affect each community differently. It is important to note that it is impossible to plan for every outcome a major disaster might impart. For this reason, all coordinating agencies have a duty to the community members in their care to collaborate and participate in the planning and implementation process for the Larimer County EOP. This provides each responding organization with a solid understanding of the basic plan and the cultivation of strong working relationships required to work through complicated wicked problems with multiple agencies.

Within the State of Colorado, local governments and other organizations must be prepared to respond to emergencies that may occur within their areas of responsibility and must be able to assess whether their capabilities are sufficient to respond effectively. That means that Larimer County is responsible by law to develop plans to enhance the safety and security of its residents, and to respond effectively to save lives, and to protect public health, safety, and property.

The EOP includes the basic plan, lifeline annexes, and operational annexes. The basic plan depicts how communications, administrative guidelines, and logistical operations are conducted before, during, and after the emergency and is in alignment with the standards and principles of the National Incident Management System (NIMS). This EOP utilizes the Federal Emergency Management Agency's lifeline Model and provides a crosswalk between those lifelines and the fifteen (15) commonly used Emergency Support Functions (ESFs). The Lifeline Annexes describe the components of each lifeline, establish lead agencies, and describe the roles and responsibilities of lead and support entities. The Operational annexes provide clear actionable steps that ensure a coordinated response, such as resource management, warning system, public information communication, etc.

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

### **SCOPE**

This plan covers the response to, and the short-term recovery from, a range of hazards that could occur within the geographical boundaries of unincorporated Larimer County. Larimer County covers 2,634 square miles, sharing a border with Weld County to the east, Jackson and Grand County to the west, Boulder County to the south, and the Wyoming State border to the north. Larimer County has a population of 359,066 people according to the 2020 National Census. The largest municipalities in the county include Fort Collins, Loveland, and Estes Park.

Larimer County includes a diverse and expansive geography of mountainous areas of the Rocky Mountains and the Great Plains; located east of the Rockies. For this reason, Larimer County can experience a wide variety of human-caused hazards and natural disasters. Disasters can include both natural events (floods and blizzards) and human-caused events (hazardous material incidents and violent criminal actions). Regardless of the type of emergency, the response priorities include:

- Life safety
- Scene or incident stabilization
- Property and infrastructure protection
- Preservation of the environment
- Minimization of economic impact

Emergencies often overburden the local system, resulting in resource shortages required for daily operations. These occurrences can be unpredictable and require a multi-jurisdictional response to return the community to a state of normalcy. This plan will be activated upon any event, human-caused or natural, that taxes local resources and results in the activation of the Larimer County Emergency Operations Center (EOC). EOC activation could result in but is not limited to consequence management planning support, resource and information management, and public information coordination. While this plan outlines the framework for response, it does not supersede the powers of the Commissioners, Elected Officials, agency laws and policies, or state laws and authorizes.

### **EXPLANATION OF TERMS**

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

Disaster – (State Definition) An occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause, including, but not limited to, fire, plague, spill, or any water contamination requiring emergency action to avert danger or damage,

epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance or hostile military or paramilitary action. For the purpose of state or federal disaster declarations, the term disaster generally falls into the category of major or catastrophic, based on the level of severity and impact on local and state resources. Major disasters are likely to require immediate state assistance supplemented by federal resources, if necessary, to supplement state efforts and resources. Catastrophic disasters may require immediate and massive state and federal assistance in both response and recovery.

Access and Functional Needs – A phrase and framework that promotes inclusive emergency preparedness and response through the identification of five functional areas that everyone needs to be able to get (access) or do (function) in emergencies. Integrating access & functional needs means ensuring our emergency systems support the different ways that Colorado populations achieve these five needs.

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

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

Hazard - Event or physical condition that has the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural loss, damage to the environment, interruption of business, or other types of harm or loss.

Incident – An occurrence or event, natural or human-caused, that requires a response to protect life, property, the environment, or public health and safety.

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

Probability – The likelihood of a hazard event occurring in a given year.

Risk – The Product of a hazard’s likelihood of occurrence and its consequences to society; the estimated impact that a hazard would have on people, services, facilities, and structures in a community

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

Natural Disaster – A severe and extreme event caused by natural processes of the Earth that results in significant harm to life, property, the environment, or societal functioning.

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

Threat – A natural, technological, or human-caused event or condition with the potential to cause harm to life, property, the environment, or societal functioning.

Vulnerability – The degree of susceptibility to physical injury, harm, damage, or economic loss; depends on an asset’s construction, contents, and economic value of its functions.

## SITUATION

Larimer County is the ninth most populated county in Colorado with a population of three hundred and fifty-nine thousand people. The western portion of the county is dominated by the Rocky Mountains, home to the Rocky Mountain National Park and the Roosevelt National Forest. These two natural landscapes create a significant tourist attraction for the west side of the county, creating extreme fluctuations in population for Estes Park and the surrounding towns. The eastern portion of the county is home to a flatter terrain and rolling plains. Larimer County includes multiple important watersheds and waterways, including the Cache la Poudre River and Big Thompson River with their corresponding watersheds. The terrain and geography in Larimer County make wildfires, flash floods, and severe winter weather the most common natural disasters to affect the area. The majority of hazards within Larimer County are weather or climate-based hazards such as lightning-caused wildfires, severe winter storms, flooding from rainfall and runoff, and spring storms such as tornadoes and hail. Additionally, the county is at risk from human-caused hazards such as intentional criminal/terrorist acts, hazardous materials events, dam failures, cyber events and more. Any such incident has the potential to disrupt the community, cause destruction of property and cause injury and/or death to citizens.

Most of the county’s population is condensed into urban centers such as Fort Collins, Loveland, Estes Park, Johnstown, and Berthoud. Larimer County has a rural population living in the foothills and mountainous regions. Community members include both year-round residents, part-timers or vacationers visiting for the scenic landscape. According to the US Census, 80.3% of the population identifies as White alone, 1.4% identifies as Black or African American, 13.1% identifies as Hispanic or Latino, and 2.6 % identifies as Asian. The average median household income in 2022 was \$87,199 with the median property value sitting just under 500,000 dollars at \$488,300 according to DataUSA. 11.4% of the population live below the poverty line, with the largest demographic group under the poverty line being females between the ages of 14-18 years of age. In Larimer County, 10.6% of children live below the poverty line.

Larimer County has extensive critical infrastructure that needs to be considered when conducting a hazard analysis assessment for the county. Water supply systems, healthcare facilities, transportation networks, energy infrastructure, telecommunications systems, educational institutions, dams and water management systems, tourism infrastructure, and flood drainage systems are all part of the planning for emergency and disaster response. Loss of any of these critical pieces of infrastructure would result in severe cascading events and resource strains for the County.

Listed below are examples of critical infrastructure in context with the FEMA lifelines:

FEMA Lifelines	Larimer County Critical Infrastructure
Safety and Security	<ul style="list-style-type: none"> <li>- Larimer County Sheriff's Office</li> <li>- Fort Collins Police Services</li> <li>- Loveland Fire Rescue Authority</li> <li>- Poudre Fire Authority</li> <li>- Volunteer Fire Authorities</li> </ul>
Food, Hydration, and Shelter	<ul style="list-style-type: none"> <li>- Shelter Providers (Red Cross, LC Human Services, NPOs)</li> <li>- Housing Authorities</li> <li>- Local Grocery Infrastructure and Supply Chain</li> <li>- Municipalities Water Utility</li> </ul>
Health and Medical	<ul style="list-style-type: none"> <li>- Poudre Valley Hospital</li> <li>- UCHHealth Medical Center of the Rockies</li> <li>- Banner Health Facilities</li> <li>- Estes Park Health</li> </ul>
Energy	<ul style="list-style-type: none"> <li>- Platte River Power Authority</li> <li>- Xcel Energy Systems</li> <li>- Prospect Energy</li> <li>- Poudre Valley REA</li> </ul>
Communication	<ul style="list-style-type: none"> <li>- Larimer County Emergency Communications Center &amp; Dispatch</li> <li>- Larimer Emergency Telephone Authority</li> <li>- Cellular and Internet Networks (Verizon, AT&amp;T, CenturyLink)</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>- Interstate 25 (I-25)</li> <li>- U.S. Highway 34</li> <li>- U.S. Highway 287</li> <li>- Larimer County Road Systems</li> </ul>
Hazardous Material	<ul style="list-style-type: none"> <li>- Multiple Tier II Facilities</li> <li>- Union Pacific Railroad</li> <li>- Multiple research facilities</li> </ul>
Water System	<ul style="list-style-type: none"> <li>- Horsetooth Reservoir</li> <li>- Carter Lake Reservoir</li> <li>- Horsetooth Dam</li> <li>- Carter Lake Dam</li> <li>- Flatiron Dam</li> <li>- Poudre River Flood Control Structures</li> <li>- Big Thompson River Flood Management Systems</li> </ul>

Emergency Management complexity has also increased in the last decade. What started as a system to handle one type of disaster evolved over time to handle any and all emergencies that might occur in a community. The partners involved in emergency response have grown and the information requirements for the community have changed with the advent of social media. With this in mind, emergency management in Larimer County has had to evolve as well.

Larimer County Emergency Management recognizes that any hazard may affect the county at any time, whether the hazard has occurred in the county in the past. Therefore, the Emergency Operations Plan is written without any specific hazard in mind. Instead, the EOP includes processes and procedures for moving through disruptions from any event, while providing flexibility and adaptability in approach so that the system is easily able to change course to manage the initial disaster or the consequences and cascading events from that disaster.

Larimer OEM also recognizes the value in historical events and the lessons they have brought to our community. Therefore, a complete Hazard Identification and Risk Assessment (HIRA) is included in Part Two of this CEMP in the Larimer Multi-Jurisdictional Hazard Mitigation Plan.

**HAZARD ANALYSIS SUMMARY**

Due to the wide diversity in terrain, Larimer County and its residents are at risk for multiple types of hazards and natural phenomena. In the past decade alone, Larimer County has experienced a multitude of historically significant events. Events such as biological hazards, dam inundation, civil disturbance, drought, hazardous materials, earthquakes, soil hazards, utility disruptions, and landslides all have the possibility of disrupting daily systems in Larimer County. Wildfires, floods, tornadoes, and winter storms are natural hazards that have the highest frequency of occurrence in the county. Since 1965, Larimer County has had 30 federally declared emergency disaster declarations.

The following chart provides an overview of the most likely hazards in Larimer County, along with their frequency of occurrence, overall significance, and potential severity.

Hazard	Frequency	Severity	Overall Significance
Biological Hazard	Highly Likely	Extensive	High
Dam Inundation	Occasional	Critical	Medium
Drought	Likely	Significant	Medium
Earthquake	Unlikely	Catastrophic	Medium
Flood	Highly Likely	Catastrophic	High
HazMat	Likely	Critical	High
Landslide	Likely	Critical	High
Soil Hazard	Likely	Significant	Medium
Spring / Summer Storm	Highly Likely	Critical	High
Tornado	Likely	Critical	Medium
Wildfire	Highly Likely	Critical	High
Winter Storm	Highly Likely	Extensive	High
Utility Disruption	Likely	Critical	Medium
Civil Disturbance	Likely	Significant	Medium

In 2018, the U.S. Global Change Research Program released the Fourth National Climate Assessment (NCA4), the authoritative and comprehensive report on climate change and its impacts in the United States. Not only did the report confirm that climate change continues to affect Americans in every



region of the U.S., but the report identifies increased heat, drought, insect outbreaks, wildfire, and flooding as key climate-related concerns for the Southwest region of the U.S., which includes Colorado<sup>1</sup>.

#### Access and Functional Needs Assessment (Vulnerability Assessment)

Larimer County is committed to addressing accessibility and creating equitable plans that have the whole community in mind. Creating plans that include access and functional needs considerations results in whole-community inclusion planning. The AFN framework raises accessibility by shifting the mentality that only “vulnerable populations” require additional planning. Emergency Managers and planners who develop plans with the community using an AFN framework inadvertently create equitable solutions with a whole community inclusion lens. Everyone who interacts with the emergency process is an individual who has access and functional needs required to navigate the process.

The AFN system incorporates planning consideration through the “CMIST” framework of needs. The CMIST framework addresses the five (5) areas of, communication, maintaining health, independence, support/safety and self-determination, and transportation. This approach addresses the diverse needs of residents, particularly during disasters, by identifying gaps and prioritizing support for those requiring specialized assistance. Equitable vulnerability planning comes through working with community members, collaborating agencies, and key stakeholders to develop emergency plans that a representative of the realities of life in Larimer County. Larimer County strives to work with the community, not for the community without autonomy.

### **PLANNING ASSUMPTIONS**

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

- All incidents are local. Larimer county should have processes and procedures that allow LCOEM to be self-sufficient at the beginning of any event.
- Local governments at all levels must continue to function under all threat, emergency and disaster conditions.
- The County and its employees will mobilize to deliver emergency and essential services under all threats and emergencies.
- As incidents grow in length and magnitude, outside assistance may be requested from local, state, and federal agencies or organizations.
- Mutual aid and other forms of assistance will be rendered by outside jurisdictions in accordance with existing mutual aid agreements when the County exhausts or anticipates exhausting its resources. Mutual aid may not always be available.
- Emergencies may occur at any time with little or no warning and may exceed the capabilities of Larimer County, regional, state, and federal governments, as well as the private sector, in the affected areas.

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<sup>1</sup> 2021 Larimer County Multi-Jurisdictional Hazard Mitigation Plan

- Depending on various factors including the magnitude of the event, Larimer County may not be able to meet all responsibilities indicated in this plan.
- Emergencies may result in casualties, fatalities, and displace people from their homes.
- An emergency can result in property loss, interruption of essential public services, and damage to basic infrastructure, and significant harm to the environment.
- The greater the complexity, impact, and geographic scope of an emergency, the more multi-agency coordination will be required.
- State and regional agencies and departments with regulatory oversight responsibilities will insert themselves into the established organizational chain to support local emergency management efforts.
- The state and federal government will provide emergency assistance to Larimer County when requested and in accordance with the National Response Framework.

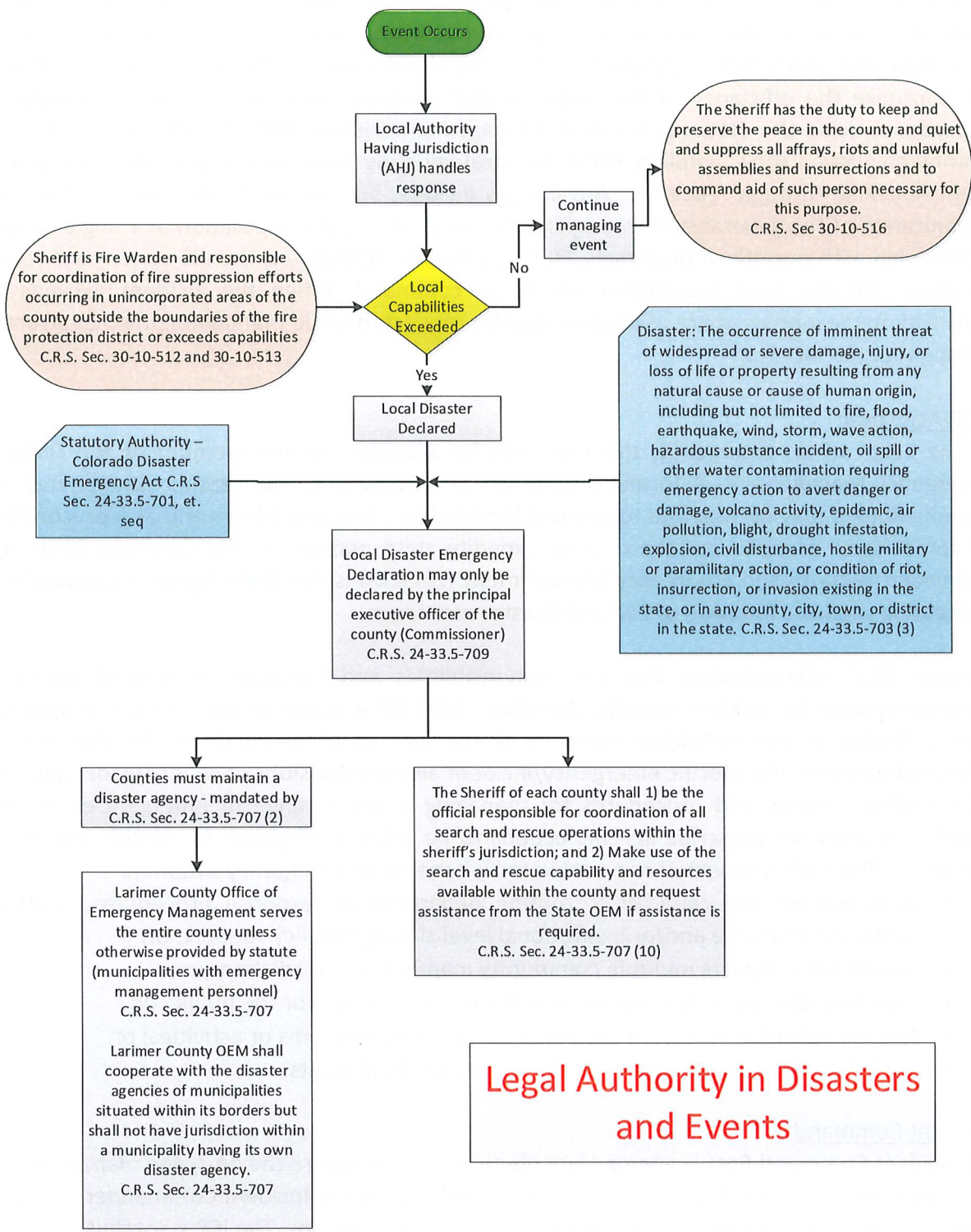
### **CONCEPT OF OPERATIONS**

The Concept of Operations (CONOPS) provides a high-level overview of the emergency management structure and procedures for how Larimer County will respond to and manage emergencies. It outlines the operational priorities, coordination mechanisms, and roles of agencies during an incident.

#### Authority

Colorado Revised State Statute (C.R.S. 24-33.5-707) requires that each county shall maintain an emergency management agency or participate in a local or inter-jurisdictional emergency management agency. The Board of County Commissioners has the primary responsibility under Colorado State Statutes (C.R.S. 30-10-513) for emergency management activities within the county and has delegated that responsibility to the Larimer County Office of Emergency Management (LCOEM) to act as the County Disaster Agency. LCOEM is responsible for planning and implementing policies, procedures, and standards that guide operations during all phases of the disaster life cycle. Larimer County Government is responsible for emergency management operations in unincorporated areas and for those incorporated municipalities without their own disaster agency. If the emergency exceeds the County's capability to respond, assistance may be requested from surrounding jurisdictions and/or the state.

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



### Standardization

Continuity of operations from a local jurisdiction to the County level response is achieved through standardization. Standardized operational management concepts are based in the Incident Command System (ICS) and the hierarchy of governmental responsibility and authority. To maximize the efficiency of the response and recovery, all incidents will be managed in accordance with the National Incident Management System (NIMS) and use the Incident Command System (ICS). Implementing this strategy early provides for seamless management from response through recovery. Advantages include, but are not limited to, consistency in organization of the general staff throughout the incident and the application of a single incident action plan with prioritized objectives. During a routine emergency, the ICS system will remain in place and the local jurisdiction will be in command. When the incident exceeds the jurisdictional resources, extra assistance may be requested while maintaining the ICS structure throughout the incident.

### EOP Activation

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

Larimer OEM acknowledges that the responsibilities and functions performed during an emergency must be incident-specific, therefore, this EOP is based on the all-hazards approach and is flexible in that individual elements of the plan or all elements of the plan may be activated based on the specific emergency/incident and the decisions of county leadership. This EOP outlines actions and procedures for managing a broad range of emergencies or crisis events – it does not prescribe specific actions to be taken in response to specific emergency situations. This EOP is expected to be activated whenever an emergency situation:

- goes beyond the capacity of routine departmental response procedures, requiring sustained response and/or institutional level strategic/policy support; or,
- significantly impacts multiple community members or jurisdictions; or,
- may threaten the health, safety or welfare of responders or the public; or,
- has the potential to disrupt the county's business, programs or activities; or,
- could have a negative impact on the county's critical assets.

### Incident Command

An Incident Command Post is a temporary physical location where the on-scene management of an incident is coordinated. It serves as the central hub for the Incident Commander (IC) and other command staff to direct field operations and make decisions. The ICP is established as soon as an incident occurs and remains operational throughout the response phase. It can be located near the incident site but in a safe area, ensuring the safety of personnel and the

continuity of operations. For those incidents where a field ICP is not feasible, a joint ICP/EOC may be formed.

Coordination will occur between Incident Command Post (IC) and the Emergency Operations Center (EOC) through the EOC Manager and his/her Section Chiefs with their counterparts at the ICP (the IC and Field Command/General Staff). The Emergency Services group through the Sheriff's Office, and the LCSO Dispatch Center, will provide liaison support between the Incident Command and the EOC to assist with this coordination in unincorporated areas of Larimer County. Within municipal boundaries, a liaison will be established by the agency having jurisdiction for coordination with the Larimer EOC for incident support. *Please refer to the Incident Management Annex for details on incident management activities.*

#### Multiagency Coordination Systems (MACS):

The Multiagency coordination system provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operations centers (EOCs), dispatch centers, specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the National Incident Management System. *Please refer to the EOC Management Annex for details on multi-agency coordination groups and activities.*

#### Joint Information Center (JIC):

The Joint Information Center (JIC) is a centralized location established to coordinate public information and communication during an emergency or disaster. It is a critical component of the Joint Information System (JIS) and serves as the hub for managing media relations, disseminating accurate and timely information, and ensuring consistent messaging across agencies and organizations. In large scale, multi-jurisdictional event, coordination of public information and media interaction is critical and is a function of a JIC. In most situations, the JIC will be established by the Sheriff's Office and will be located in the LCSO Administrative Building. Public Information Officers (PIOs) from the agencies involved in the incident will be organized into a JIC and will be led by the primary agency or designee. *Please refer to the Public Information Management Annex for details on the Joint Information Center and the roles/responsibilities of public information officers.*

#### EOC Call Center

An Emergency Operations Center (EOC) Call Center is a centralized communication hub established during emergencies to handle public inquiries, provide information, and collect critical data from affected individuals or groups. It serves as a direct interface between the public and emergency management organizations, supporting response and recovery efforts. The Larimer County Call Center is activated with a very specific goal in mind, while the JIC is activated with broader public facing information.

### Disaster Intelligence

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

### Communications Systems

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

- Radios: 700/800 MHZ and VHF radios will be used. The choice between 700/800 MHZ and VHF is a tactical decision made at the ICP based on which system functions the best for that incident. There are areas within the County that 700/800 MHZ radios have poor coverage, and VHF is the better option. In other areas of the County, 700/800 MHZ radios provide better coverage. Channels and frequencies will be chosen based upon the incident and responding jurisdictions.
- Landlines, cell phones, satellite phones & pagers: Phones and pagers are used routinely to communicate both in the field and in the EOC.
- Amateur Radio Emergency Services (ARES): ARES is used as a backup communication system both in the field and in the EOC.
- Everbridge Emergency Notifications: Community members will be notified via emergency notifications through the Everbridge system, allowing contact via email, text and phone. The system also allows for sign language interpretation.
- ReachWell – This application is used to send notifications and information to community members who speak languages other than English. It has the ability to notify in over 100 different languages.
- ReadyOp: EOC and emergency personnel have access to the ReadyOp database which provides contacts and resources for a variety of purposes. Emergency notifications and rapid communications can also be made through this system.
- A Tactical Interoperability Plan will be established and updated as needed.

*Please refer to the Emergency Alert and Warning Annex for details on communications systems, alert mechanisms, and warning systems.*

### **DIRECTION AND CONTROL**

Many incidents can be managed in the field, however complex incidents require additional support and coordination capabilities that only an EOC can provide. Complexity challenges include multiple incident command posts, large geographic areas, large damage areas or people affected, multiple casualties, mass gatherings, incidents that involve terrorism, and those that attract large media attention. The EOC is a centralized facility where coordination, decision-making, and resource management occur during an emergency. It operates using the principles

of the Incident Command System (ICS) to ensure standardized communication, roles, and responsibilities across agencies.

### Larimer Regional EOC

The EOC is organized with both a vertical and horizontal hierarchy, accounting for the number of jurisdictions and support agencies that support incident response and the greater community. The EOC uses a modified Incident Command Structure, using Operational Branches, along with a collaborative network of partners and organizations that support incident and community needs. Each Branch has specific roles and responsibilities during and after an incident.

In the EOC, roles and responsibilities align with ICS functions:

- Command Staff oversee overall strategy and public information, including the Policy Group.
- Operations coordinates with and supports field response efforts and resources.
- Planning manages situational awareness, develops a common operating picture, forecasts situational changes, and organizes consequence management activities.
- Logistics provides facilities, services, and materials for the response and the greater community impacted by the emergency or disaster.
- Finance/Administration tracks expenses, contracts, and financial recovery processes.

The EOC organization complements ICS by providing support and coordination to on-scene Incident Command, ensuring resources, information, and decision-making flow effectively across jurisdictions and agencies. Additionally, the EOC is the entity in charge of managing and coordinating the consequences of any event, whether planned or spontaneous (Consequence Management). This allows the ICP and emergency responders to focus attention on the tactical and strategic requirements of the incident while the EOC works on community needs, cascading events, and consequence management. In Larimer County, anything within the incident footprint, under the direction of an Incident Management Team, falls under the authority of Incident Command. Anything outside that footprint, or directed by the Sheriff or County Commissioners, falls under the authority of the Larimer County Office of Emergency Management.

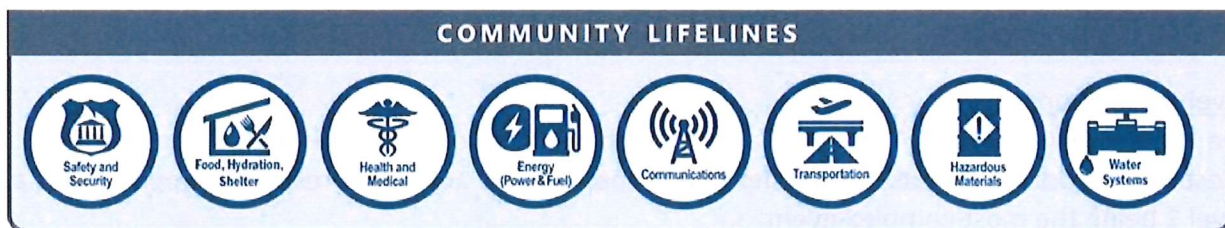
### Levels of Response

The Larimer EOC has four (4) levels of activation, based on incident needs and forecasting. These levels address increasing complexity and the need for additional resource support, with a Level 1 being the most complex event.

- Level 4 Activation - The OEM staff are in an enhanced monitoring status for the possibility of an incident requiring support. The on-call emergency manager is on stand-by and reviews the situation to determine the needs for the event. This activation level is common for incoming weather events and special events throughout the county.

- Level 3 Activation – This level requires that all available Larimer OEM staff go off stand-by and respond to the situation either virtually or in person at the LREOC. The EOC is opened, and staff assumes basic roles in the EOC. Level 3 is often used in the early phases of an incident before the complexity of the event is truly known. Level 3 is also used during special events when resource coordination is required.
- Level 2 Activation – This level triggers the Core Emergency Operations team, roughly 30 - 45 personnel responding either virtually or in person. This core team represents collaborating agencies across the FEMA Lifelines model. A Level 2 activation could trigger mutual aid and contract staff to respond. This level typically involves larger-scale incidents or rapidly expanding events requiring additional resources.
- Level 1 Activation – This level triggers a full-scale response requiring all personnel to respond either virtually or in person to the regional emergency operation center. Number of personnel can range from 30 - 120 people. Level 1 activation would require mutual aid and contract staff to respond. Level 1 incident requires extended logistical support, such as sanitation facilities for responders, food coordination, and sheltering for citizens, and could be required for an extended period.

The Larimer Regional Emergency Operational Center (LREOC) utilizes a combination of the ICS framework and the FEMA lifelines to organize the structure and hierarchy of the EOC (See the attached organizational flow chart). The ICS structure allows for coordination between the Incident Command Post (ICP) and the Emergency Operation Center (EOC) through standard operating terms and positions that are reflected both in the field and in the EOC. The EOC Manager and their respective Command and General Staff (C&G staff) coordinate response efforts with the Incident Commander and their C&G staff located out in the field at the designated ICP. All other jurisdictions may send a representative liaison to the EOC or ICP depending on the complexity of the event. *Please refer to the EOC Management Annex for more details about the Larimer Regional EOC and its operations.*







**Safety and Security:** Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety



**Food, Hydration, Shelter:** Food, Hydration, Shelter, Agriculture



**Health and Medical:** Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management



**Energy:** Power Grid, Fuel



**Communications:** Infrastructure, Responder Communications, Alerts Warnings and Messages, Finance, 911 and Dispatch



**Transportation:** Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime



**Hazardous Materials:** Facilities, HAZMAT, Pollutants, Contaminants



**Water Systems:** Potable Water Infrastructure, Wastewater Management

This EOP has been updated to better reflect the actions and responsibilities of the Larimer County emergency management system. The Larimer Regional EOC works under a Lifelines model, embedding the previous Emergency Support Functions (ESFs) into each lifeline for better support and coordination.

**Community Lifeline / Emergency Support Function Crosswalk**

Lifeline	Lifeline Components	Emergency Support Function
Law Enforcement/ Security	Law Enforcement/ Security	ESF #13 - Public Safety and Security (primary)
	Fire Service	ESF #4 - Firefighting (primary) ESF #4a - Wildland Firefighting ESF #8b - Emergency Medical Services (medical care for fire victims) ESF #13 - Public Safety and Security (evacuation support)
	Search and Rescue	ESF #9 - Search and Rescue (primary) ESF #6 - Mass Care and Human Services (sheltering rescued people) ESF #4 - Firefighting (search and rescue and medical care) ESF #13 - Public Safety and Security (scene security)
	Government Service	ESF #5 - Emergency Management and Planning (primary) ESF #13 - Public Safety and Security (primary for critical infrastructure protection) ESF #14 - Community Recovery and Mitigation (recovery of government buildings) ESF #15 - Public Affairs / External Affairs (public information) ESF #7 - Resource Management ESF #11 - Natural and Cultural Resources ESF #16 - Finance and Administrative Support
	Community Safety	ESF #13 - Public Safety and Security (primary) ESF #8b - Emergency Medical Services (medical care in emergencies) ESF #4 - Firefighting (fire service and medical care) ESF #6 - Mass Care and Human Services (sheltering rescued people)

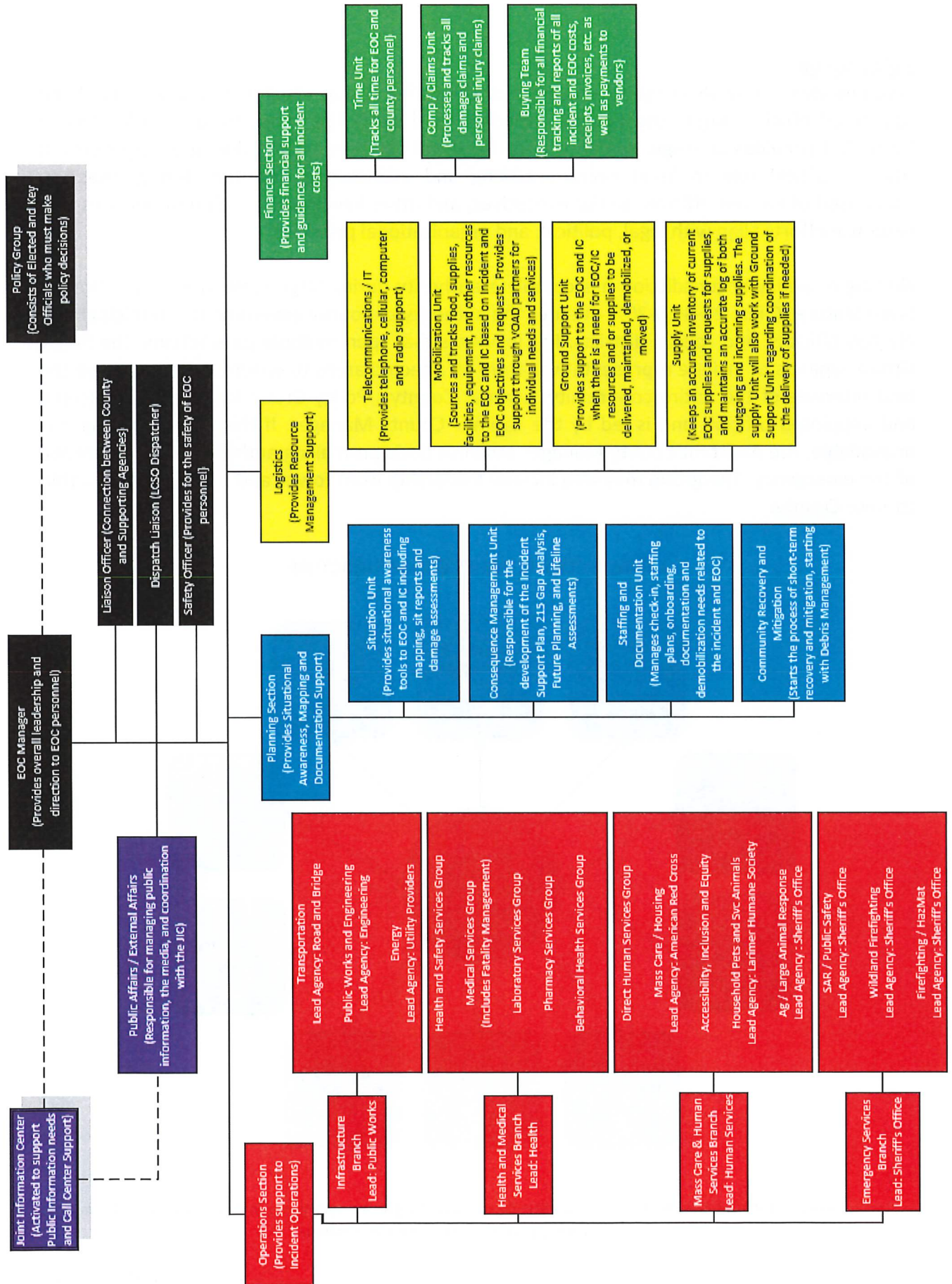
Food, Hydration, Shelter	Food	<p>ESF #6 - Mass Care and Human Services</p> <p>ESF #7 - Resource Management (food delivery)</p> <p>ESF #11a - Agricultural Resources and Large Animal Response (agriculture)</p> <p>ESF #6 - Mass Care and Human Services (sheltering rescued people)</p>
	Hydration	<p>ESF #14 - Water and Wastewater (primary for clean water access)</p> <p>ESF #6 - Mass Care and Human Services (water distribution)</p> <p>ESF #7 - Resource Management (water delivery)</p>
	Shelter	<p>ESF #6 - Mass Care and Human Services (primary)</p> <p>ESF #6a - Accessibility, Inclusion and Equity</p> <p>ESF #6b - Household Pets and Service Animals (sheltering small animals)</p> <p>ESF #11a - Agricultural Resources and Large Animal Response (large animal sheltering)</p> <p>ESF #8 - Public and Environmental Health (shelter support)</p> <p>ESF #8a - Behavioral Health (shelter support)</p> <p>ESF #6c - Voluntary Organizations Active in Disaster</p>
Health and Medical	Medical Care	<p>ESF #8b - Emergency Medical Services (primary)</p> <p>ESF #8 - Public and Environmental Health (hospital and medical center support)</p> <p>ESF #6 - Mass Care and Human Services (sheltering injured)</p>
	Public Health	<p>ESF #8 - Public and Environmental Health</p> <p>ESF #6 - Mass Care and Human Services (disease prevention in shelters)</p>
	Patient Movement	<p>ESF #8b - Emergency Medical Services (primary)</p> <p>ESF #8 - Public and Environmental Health (hospital and medical center support)</p> <p>ESF #1 - Transportation (medical transport)</p>

	Medical Supply Chain	ESF #8 - Public and Environmental Health ESF #7 - Resource Management (delivery of medical supplies)
	Fatality Management	ESF #8c - Fatality Management (primary) ESF #8 - Public and Environmental Health (coroner support) ESF #13 - Public Safety and Security (scene security) ESF #8a - Behavioral Health (emotional support)
Energy	Power Grid	ESF #12 - Energy (primary) ESF #3 - Public Works and Engineering (infrastructure repairs)
	Fuel	ESF #12 - Energy (primary for fuel distribution) ESF #7 - Logistics (fuel transportation)
Communications	Infrastructure	ESF #1 - Transportation (primary for repair crews) ESF #3 - Public Works and Engineering (infrastructure repairs) ESF #2 - Telecommunications and Information Technology (restoration of communication infrastructure)
	Responder Communications	ESF #2 - Telecommunications and Information Technology (primary) ESF #8 - Public and Environmental Health (medical facility communications) ESF #8b - Emergency Medical Services (EMS communications)
	Alerts, Warnings and Messages	ESF #2 - Telecommunications and Information Technology (primary) ESF #5 - Emergency Management and Planning (Alerts and Warnings) ESF #8 - Public and Environmental Health (public health messages) ESF #13 - Public Safety and Security (emergency notifications)
	Finance	ESF #16 - Finance and Administrative Support (primary for financial assistance programs)

		<p>ESF #1 - Transportation (delivery of financial resources)</p> <p>ESF #6 - Mass Care and Human Services (housing programs)</p> <p>ESF #6c - Voluntary Organizations Active in Disaster (unmet needs)</p>
Transportation	Highway/Roadway/Motor Vehicle	<p>ESF #1 - Transportation (primary)</p> <p>ESF #3 - Public Works and Engineering (debris removal and road repairs)</p>
	Mass Transit	<p>ESF #1 - Transportation (primary)</p> <p>ESF #3 - Public Works and Engineering (infrastructure repairs)</p>
	Railway	<p>ESF #1 - Transportation (primary)</p> <p>ESF #3 - Public Works and Engineering (infrastructure repairs)</p>
	Aviation	<p>ESF #1 - Transportation (primary)</p> <p>ESF #3 - Public Works and Engineering (airport repairs)</p>
	Maritime	<p>ESF #1 - Transportation (primary)</p> <p>ESF #3 - Public Works and Engineering (port repairs)</p>
Hazardous Materials	Facilities	<p>ESF #10 - Hazardous Materials (primary)</p> <p>ESF #13 - Public Safety and Security (site security)</p> <p>ESF #8b - Emergency Medical Services (medical care for exposed individuals)</p>
	Hazardous Materials	<p>ESF #10 - Hazardous Materials (primary)</p> <p>ESF #13 - Public Safety and Security (evacuation and site security)</p> <p>ESF #8b - Emergency Medical Services (medical care for exposed individuals)</p>
	Pollutants	<p>ESF #10 - Hazardous Materials (primary)</p> <p>ESF #8 - Public and Environmental Health (environmental health monitoring)</p>
	Contaminants	<p>ESF #10 - Hazardous Materials (primary)</p> <p>ESF #8 - Public and Environmental Health (environmental health monitoring)</p>

Water Systems	Potable Water Infrastructure	ESF #3 - Public Works and Engineering (infrastructure repairs) ESF #8 - Public and Environmental Health (environmental health monitoring)
	Wastewater Management	ESF #3 - Public Works and Engineering (infrastructure repairs) ESF #8 - Public and Environmental Health (environmental health monitoring)

*Please refer to the Lifeline Annexes for more detailed information about each lifeline, roles and responsibilities, cascading impacts, and EOC management.*



Policy Group

Large incidents may also require activation of the Policy Group which consists of elected and appointed officials within the County, including legal staff. The Policy Group is a leadership body that provides strategic guidance and high-level decision-making during emergencies. It plays a critical role in fiscal decision-making and establishing priorities during disasters. Comprised of elected officials, senior executives, and other key leaders, the group ensures that response efforts align with legal, political, and organizational priorities.

No single agency or jurisdiction has complete authority during large-scale incidents. Colorado State Statute (C.R.S. 24-33.5-707) outlines the authority of county governments, municipalities, elected officials, and special districts. For incidents that span multiple jurisdictions, the Policy Group expands to include representatives from all affected areas to ensure decisions serve the best interests of the entire community. Larimer County’s Policy Group includes local elected and appointed officials and is led by the Larimer County Manager. If the County Manager is unavailable, the Assistant County Manager assumes decision-making authority for the duration of the emergency. The group may also include leadership from towns and municipalities within Larimer County.

LARIMER COUNTY POLICY GROUP STRUCTURE

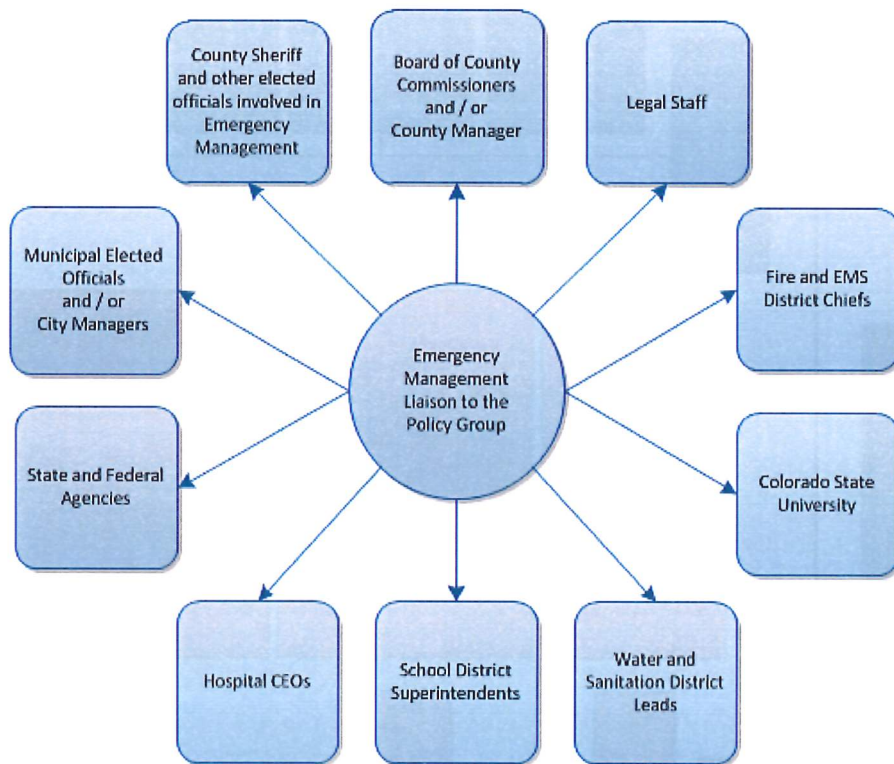


Figure 1. Larimer County Policy Group Structure: Including known partners and agencies with decision-making authority for their jurisdictions



## **ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

Larimer County Emergency Management is responsible for the coordination of disaster preparedness, prevention, mitigation, response and recovery and has jurisdiction over and serves the entire county, except where a municipality has designated its own disaster agency (C.R.S. 24-33.5-707). All departments, agencies, directors and organizations within the county are responsible for developing their own internal procedures, Standard Operating Procedures (SOP's), and emergency plans.

### **Policy Group**

The Policy Group includes the Board of County Commissioners, County Manager, County Attorney, and the Director of Emergency Management. Additional departments or offices will be added as needed based upon the disaster. If a disaster occurs within an incorporated area of the County, the Policy group works with officials from these jurisdictions to coordinate declarations of emergencies and disasters. The incorporated area must also declare a State of emergency or disaster to receive reimbursement from the State or Federal government. The Policy Group coordinates with the EOC and provides policy-level direction and critical decisions.

### **Board of Commissioners**

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

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

### **Emergency Authority**

The Larimer County Board of Commissioners may take extraordinary measures during a large-scale incident or disaster. All physical resources within the County, whether publicly or privately owned, may be utilized when deemed necessary by the Board of County Commissioners. The County assumes no financial or civil liability for the use of such resources; however, accurate records of such use shall be maintained in case reimbursement becomes possible.

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

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

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

### **The Larimer County Manager**

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

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

### **Larimer County Attorney's Office**

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

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

### **Larimer County Sheriff**

The Sheriff is responsible for assuring that coordinated and effective emergency response systems are developed and maintained, and for maintaining law and order throughout the County.

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

### **Larimer County Emergency Management**

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

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

### **Elected Offices**

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

- **Larimer County Assessor** -The Larimer County Assessor is responsible for establishing and maintaining a system for damage assessment in coordination with the Building Department and OEM.
- **Larimer County Clerk and Recorder** - The Larimer County Clerk and Recorder is responsible for the safekeeping and maintenance of all essential and vital records.
- **Larimer County Coroner** - The Larimer County Coroner is responsible for all duties associated with deceased individuals in the county, including pronouncement of death, death investigation, notifications, autopsies, and body removal.
- **Larimer County Treasurer** - The Treasurer is responsible for ensuring that the county is able to fund the ongoing needs of any emergency or disaster.
- **Municipal Chief Executive Officers (Chief Elected Officials)** - Municipal Chief Elected Officials have responsibility for the people within their jurisdiction as outlined in state statute and city/town ordinances and resolutions.

### **Larimer County Emergency Services Agencies**

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

#### **911 Communications**

Emergency communications include all of the 911 communications centers within Larimer County and the Larimer Emergency Telephone Authority. Since Larimer OEM has responsibilities in both incorporated and unincorporated areas of Larimer County, all Public Safety Answering Points (PSAPs) have responsibilities under this plan.

- Establish a communications system and dispatch procedures to coordinate requested resources.
- Provide support to the Emergency Operations Center upon notification and ensure 24-hour staff coverage as needed and available.
- Provide notifications to emergency management for high magnitude incidents, including, but not limited to aircraft accidents, building collapse, dam incident or failure, explosions, large hazardous materials incidents, flooding, mass casualty events, power outages, tornadoes, train incidents and wildland fires.
- Maintain roster of all support agency contact persons, make necessary notifications, activate support agencies, as necessary, and maintain ongoing communications to support mission assignments.
- Coordinate the provision of all mutual aid resources to requesting parties outside of the county upon direction of the Incident Commander or the EOC Manager in accordance with appropriate resource request procedures and available assets.
- Provide for emergency alerts and warnings to community members and the public.
- Ensure compliance with all local, state, and federal communications requirements.

**Emergency Medical Services**

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

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

**Fire Districts and Departments**

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

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

**Larimer County Sheriff's Office**

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

- Implementation of the Incident Command System (ICS), including determining locations of Incident Command Posts and establishing necessary positions and functions
- Assessment of emergency conditions and determination of required levels of immediate assistance
- Implementation of available public warning measures
- Conduct and coordination of search and rescue operations
- Determination of the need for population evacuations and provision of instructions to uniformed law enforcement personnel regarding the conduct of evacuation operations.
- Coordination of communications and provision of communications staff support for field command post(s)

- Coordination of volunteer amateur radio resources used for back up communications and additional radio frequencies
- Provision of law enforcement, traffic control, and access control within the disaster area(s) and in other areas of the county
- Provision of security at the Incident Command Post, Emergency Operations Center, temporary emergency shelters, and in evacuated and disaster-impacted areas
- Wildland fire suppression in private, unincorporated areas and on state land in Larimer County
- Hazardous materials incident response and control in unincorporated areas of Larimer County
- Hazardous materials planning, education, response and cleanup, in cooperation with Larimer County fire districts/departments including the Office of Emergency Management

#### **Larimer County Sheriff's Office Emergency Services Group**

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

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

#### **Search and Rescue**

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

#### **Larimer County Manager's Office**

There are several county offices that directly report to the County Manager. These include the Office of Emergency Management, Public Affairs, and the Office of Performance, Budget and Strategy. Outside of emergency management duties, which are outlined above, the County Manager's Office is responsible for policy, strategic direction, information to the public, and legislative guidance.

- Provide direction to county departments and service areas regarding necessary emergency and disaster services and support.
- Make data available to the public and assist decision-makers to make informed choices about county services and use of resources through the use of data analysis, process improvement, and financial resource management.
- Establish budgets for emergencies and disasters with guidance from the Office of Emergency Management.

- Ensure legislators and other elected officials are kept informed about emerging incidents in Larimer County.
- Provide information and resources to the public in coordination with the Larimer EOC Public Information Officer.

### **Larimer County Service Areas**

Larimer County has established four distinct service areas: 1) Community Justice Alternatives, 2) Support Services, 3) Human and Economic Health, and 4) Community Planning, Infrastructure and Resources. Each service area has a role in emergency management before, during and after emergencies and disasters.

#### **Community Justice Alternatives**

This service area is responsible for maintaining the health and safety of all staff, personnel, and residents of the Alternative Sentencing and Community Corrections facilities.

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

#### **Support Services**

This service area covers internal county services including: 1) Facilities, Financial Services, Fleet Management, Human Resources, and Information Technology.

- Provide the Incident Command Post and the Emergency Operations Center with all geospatial services requested during and after an emergency or disaster.
- Coordinate data acquisition and management from adjacent counties and other agencies for disaster-related data.
- Provide operational support to the Incident Commander and the EOC Manager regarding all county facilities issues.
- Ensure adequate facilities for all county operations during and after an emergency.
- Ensure access to additional facilities as required to support the incident and/or community.
- Secure land use agreements, rental agreements, and facilities contracts as needed to support emergency operations.
- Provide necessary support and facilities services to assist in the management of the event.
- Procure and deliver any other materials or equipment needed or requested by the ICP or the Office of Emergency Management.

- Provide operational support to the Incident Commander and the EOC Manager regarding all technology issues.
- Provide communications and IT support by:
  - Providing and identifying the need for additional cellular service
  - Providing for additional telephone services
  - Providing computer support and network troubleshooting as needed.
  - Providing necessary support to facilities to assist in the management of the event.
- Procure and delivering any other materials or equipment needed or requested by the ICP or the Office of Emergency Management.
- Provide the point of contact for obtaining and maintaining telephone services and support.
- Provide on-site support to the LREOC as needed or requested during emergencies and disasters.
- Provide for all financial considerations for emergencies and disasters.
- Develop of systems and processes that can be used during emergency and disaster events to expedite assistance
- Procure emergency-related supplies and materials and administer vendor contracts for emergency services and equipment
- Participate with other departmental representatives on county damage assessment teams at EOC and joint damage assessment teams (local, state and federal), as needed
- Provide all documentation and records regarding worker's compensation during disasters or emergency situations involving county personnel, along with equipment damage claims.
- Provide assistance in notification of county employees during disaster situations as needed throughout the county.
- Provide services and subject-matter expertise for provisions to support people with disabilities and people with access and functional needs.

### **Human and Economic Health**

This service area consists of Economic and Workforce Development, Human Services, Cooperative Extension, Health and Environment, and Behavioral Health Services.

- Direct, control, and coordinate all public health operations.
  - Identify health concerns and needs, prioritize those needs, and find appropriate resources to meet those needs.
  - Assist persons/families with health and wellness needs after qualified personnel have rescued them from disaster situations.
  - Provide necessary health protection measures such as immunization, sanitation, water purification, etc.



- Coordinate with the Incident Commander and the Emergency Operations Center in assessing overall health and medical resource needs during response and recovery operations and maintenance of situation status information.
- Serve as a resource for residents requiring access and functional needs or evacuation assistance.
- Provide environmental health services and technical support, including the identification of chemical hazards, sources of contamination, or unsanitary conditions that present health hazards to the general public.
- Establish public health services as directed in designated shelters and provide staffing.
- Advise the Board of County Commissioners and Board of Health on actions to be taken regarding all health and medical matters.
- Direct, control, and coordination of all human services operations, including responsibilities for Mass Care. The Human Services and Mass Care Branch within the Emergency Operations Center (EOC) manages tasks formerly covered under ESF 6 (Mass Care/Housing), ESF 6b (Household Animals), and ESF 11a (Large Animal Response). Now aligned with FEMA Lifelines—Health, Shelter, Food, and Security—the branch addresses all aspects of mass care and sheltering not explicitly covered under the FEMA Lifelines framework.
  - Provide direct support to the LREOC for mass care, sheltering, and human service needs.
  - Provide initial case management by identifying human services concerns and needs, prioritizing those needs, and finding appropriate resources to meet those needs.
  - Assist persons/families with human services needs after qualified personnel have rescued them from disaster situations.
  - Access and Function Needs coordination for individual affected at shelters
  - Coordinate volunteer support for human services needs
  - Coordinate with the Incident Commander or the Emergency Operations Center in assessing overall human services resource needs during response and recovery operations and maintenance of situation status information.
  - Serve as a resource for residents requiring access and functional needs or evacuation assistance.
  - Provision of human services technical support
  - Advising the Board of County Commissioners on actions to be taken regarding all human services matters.
- Provide for behavioral health services in support of the community and the LREOC.
- Provide resource support for incident operations, response, and recovery activities.
- Provide written resources and information to the public to assist with disaster recovery.

**Community Planning, Infrastructure & Resources (CPIR)**

This service area covers Community Development, Engineering, Natural Resources, Floodplain Management, Road and Bridge, Solid Waste, and the Ranch Events Complex.

- Provide for personnel for infrastructure damage assessments and inspections to determine safety of individual structures, roads, bridges, and other infrastructure to identify needed repairs
- Maintain and repair all county road systems within respective jurisdictions to ensure minimal disruption in entering or exiting threat impact areas.
- Expedite restoration of public facilities and utilities in priority areas dictated by the current situation.
- Provide emergency traffic control measures including identification and marking of dangerous areas in coordination with the Sheriff's Department.
- Provide for the removal of debris to permit emergency rescue operations and movement of emergency vehicles and supplies.
- Provide transportation services in support of emergency response and recovery efforts, including the movement of county personnel, equipment and supplies to designated staging areas
- Provide for emergency repairs to public buildings, hospitals, utilities, the Emergency Operations Center, and other essential facilities for restoration and continued operation of county government functions.
- Provide damage assessment information to the Emergency Operations Center on roads, bridges, buildings, and equipment belonging to the county.
- Restoration of damaged county roads and bridges and other public services and facilities
- Administration of the county floodplain management program and matters relating to participation in the National Flood Insurance Program (NFIP)
- Provide briefings on current situation status to the Commissioners, County Manager and emergency management personnel as required
- Prepare and publish, with the assistance of the OEM, damage assessment reports for local, state and federal dissemination as required.
- Participation with emergency management personnel on long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with the comprehensive county land use plan and other plans
- Maintain potable water and sewer facilities and equipment.
- Provide equipment and personnel as necessary to meet incident support requirements.
- Participate with representatives of other county departments on Larimer County damage assessment teams

**Larimer County Emergency Support Agencies and Personnel**

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

**Amateur Radio Operators**

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

**American Red Cross**

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

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

**Larimer County Humane Society**

Larimer County Humane Society is responsible for the establishment of measures for animal control, including the emergency sheltering of small animals, coordination of animal relief measures, the assurance of their care, and the search for their owners. They also assist shelter managers with problems associated with displaced persons bringing pets and/or livestock to shelter facilities.

**Public Information Officers**

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

**Larimer Volunteer Organizations Active in Disaster (VOAD)**

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

**Salvation Army**

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

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

**School Districts and Colorado State University**

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

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

**Hospitals**

Hospitals provide support to the county through coordinated monitoring of health systems, surge capacity, and reunifications procedures.

**Behavioral Health Partners**

Behavioral health partners provide support to the county through coordinated response to the crisis intervention / behavioral health and substance abuse needs of the affected population of a disaster.

- Provide a wide variety of crisis intervention services for survivors of disaster (and rescuers) who may manifest various psychological conditions
- Conduct planning efforts and create formal and informal agreements with other agencies that identify with crisis intervention and behavioral health disaster response functions such as the American Red Cross, Office of Victim Assistance, and Faith-Based Organizations.
- Enhance response capacity by securing agreements with potential service providers.
- Enhance response capacity by improving providers' knowledge and skills. Provide training to the Victim Services / Crisis Intervention and behavioral health disaster response system organizations in order to create a cadre of competent emergency and disaster responders.
- Enhance first responder recognition of victim disaster borne emotional distress.
- Create public resiliency by providing information about the effects of trauma and techniques for managing stress.

**CONTINUITY OF GOVERNMENT**

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

**TRAINING, TESTS, AND EXERCISES**

Departments, offices, and other organizations with responsibilities identified in the Plan are responsible for ensuring that their staff is familiar with the provisions of the plan and adequately trained to carry out emergency assignments. Staff participation in periodic exercises provides the best opportunities for refining plans and procedures in preparation for an actual disaster and emergency event. Larimer County Emergency Management will coordinate multi-agency and multi-jurisdictional exercises. Following any exercise, the OEM shall create an After-Action Report and a review to discuss corrective actions that should take place where any shortfalls exist in planning, training, personnel, equipment and facilities.

**ADMINISTRATION AND LOGISTICS**

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

**PLAN DEVELOPMENT AND MAINTENANCE**

The Larimer County Emergency Operations Plan, annexes and appendices, and subsequent revisions, supersede all previous editions and the plan is effective upon signing by the Board of County Commissioners, the Sheriff and the Director of Emergency Management. The Director of Emergency Management shall be responsible to review this plan regularly and to request that the Larimer County Board of Commissioners re-certify the plan as required to remain current. The master plan with all signatures and documents will be kept at the Office of Emergency Management. There will also be an electronic file with the full plan available on the Larimer OEM website at [www.larimer.org/emergency](http://www.larimer.org/emergency).

**LEGAL AUTHORITIES****Local**

- Larimer County Comprehensive Emergency Management Plan
- Larimer County resolution adopting the National Incident Management System

- Larimer County ordinance and resolution establishing the Larimer County Office of Emergency Management.
- Larimer County Resolution Appointing the Director of Emergency Management.

**State**

- Colorado Emergency Operations Plan
- Colorado Revised Statutes, Title 24, Article 33.5, Part 701, Colorado Disaster Emergency Act, as amended
- Governor’s Executive Order 2004-011, Adoption of the National Incident Management System for the State of Colorado
- Colorado Revised Statutes, Title 2, Article 3, Legislative Declaration and Legislation Emergency Preparedness, Response, and Recovery Committee
- Colorado Revised Statutes, Title 13, Article 21, Part 113.7, Immunity of volunteer firefighters, incident management teams, and their employers or organizations
- Colorado Revised Statutes, Title 17, Article 24, Inmate Disaster Relief Program utilizing inmate crews for various emergency response and recovery functions.
- Colorado Revised Statutes, Title 24, Article 32, Part 2504, Temporary housing for disaster victims
- Colorado Revised Statutes, Title 24, Article 33.5, Part 822, Memorandum of Understanding with volunteer organizations to assist the Sheriff, local government, local emergency planning committee, or state agency in providing services in the event of a disaster
- Colorado Revised Statutes, Title 24, Article 33.5, Part 823, Qualified Volunteer Organization List
- Colorado Revised Statutes, Title 24, Article 33.5, Part 824, Provisions for volunteer protections
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1102 Governor’s powers for emergency relief to local governments
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1105, Debris Removal authorities
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1106, Grants to Individuals after a Presidentially Declared Disaster
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1107, Community loans after a Presidentially Declared Disaster
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1220, Emergency Fire Fund creation and management
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1221, State Responsibility for managing forest and wildland fires in specific areas of the state
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1222, Cooperation by counties with the governing bodies of organized fire districts, fire department, municipal organizations, private entities, other counties, agriculture, and the federal government in the management and prevention of forest fires
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1223, Sheriff’s authority to enforce all state forest fire laws
- Colorado Revised Statutes, Title 24, Article 33.5, Part 1226, Wildfire Emergency Response Fund (WERF) creation and requirements
- Colorado Revised Statutes, Title 24, Article 60, Part 2902, Emergency Management Assistance Compact authorization

- Colorado Revised Statutes, Title 29, Article 22, Part 102, Response authorities for hazardous substance incidents
- Colorado Revised Statutes, Title 29, Article 22.5, Part 103, Wildland fire general authority and responsibilities
- Colorado Revised Statutes, Title 30, Article 10, Part 516, Sheriff's duty to preserve the peace and command aid
- Colorado Revised Statutes, Title 37, Article 60, Part 123.4, State Flood Response Fund creation
- Colorado Revised Statutes, Title 22, Article 30, School District Organization Act of 1992

### **Federal**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended
- Pets Evacuation and Transportation Standards Act (PETS Act), amending Section 403 of the Stafford Act, authorizing FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.
- Homeland Security Act of 2002
- Executive Order 12127 Establishment of the Federal Emergency Management Agency
- FEMA Comprehensive Preparedness Guide 101
- Americans with Disabilities Act
- FEMA National Planning Framework
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Post-Katrina Emergency Reform Act of 2006
- Presidential Directive Policy 8, National Preparedness Goal
- Homeland Security Presidential Directive 5 (HSPD 5), February 2003, Establishing the National Incident Management System
- Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), known as Superfund, enacted by Congress on December 11, 1980, provides broad federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment
- Superfunds Amendments and Reauthorization Act (SARA) Title III, known as the Emergency Planning and Community Right to Know Act, amended the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) on October 17, 1986, established a community's right to information on what hazardous chemicals are used, stored, produced, or released from local industries

**BASE PLAN APPROVAL SIGNATURES**

The Emergency Operations Plan has hereby been reviewed and approved by the Board of County Commissioners and Larimer County Sheriff this 11<sup>th</sup> day of March, 2025 and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: Justin Stephens  
Board of Commissioners Chair

BY: John J. Ferguson  
Sheriff

< END – BASE PLAN >