

**Custer County and
Towns of Westcliffe and Silver Cliff
Emergency Operations Plan
2017**



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EXECUTIVE SUMMARY

Please Note: If there is an emergency, and you have not had time to read through the plan previously, read through this overview and the Concept of Operations Section. Then use the ESF table to find the Annexes of the plan that pertain specifically to your role. The plan is designed, to the maximum extent possible, to conform to the “normal” duties and responsibilities of the organizations involved. If you are assigned to the Custer County Emergency Operations Center (CCEOC) you should also read ESF 5.

The Custer County Office of Emergency Management (CCOEM) was established in 1987. Emergency Management has its origins in the Office of Civil Defense established nationally by President Franklin D. Roosevelt in 1941.

It is the intent of this basic emergency operations plan (EOP) and the Custer County Office of Emergency Management (CCOEM) to have an inclusive, rather than exclusive, relationship with the towns and special districts located in Custer County. It is understood that all of the jurisdictions located within Custer County have the authority to create their own plans and to not participate in this plan. The governing boards to the municipalities of Westcliffe and Silver Cliff have chosen to be included in the EOP plan. It is also understood that should any jurisdiction within Custer County need emergency support those needed resources will be made available under normal mutual aid protocols.

This plan, which shall be known from this point forward as the EOP, describes the structure and guidelines for managing a major emergency or disaster affecting Custer County and/or the Towns of Westcliffe and Silver Cliff. This plan is part of a larger system of inter-related plans at the local, state and federal levels. They are founded upon the National Response Framework (NRF) and the principles of the National Incident Management Systems (NIMS). The inter-related nature of the plans and incident management system are designed to allow maximum coordination and cooperation between responders from all levels of government.

The process, as described by law and regulations, is that the incident is “owned” by the local jurisdiction having authority. In other words, the local jurisdiction having authority is in-charge and the State and Federal resources are in support of the local jurisdiction having authority. In accordance with this principle, the local and mutual aid resources are expended first, and if the resources are insufficient in any way, the town Mayors of Westcliffe and Silver Cliff, the Chair of the Custer County Board of County Commissioners (BoCC) or the Principal Executive Officer of a special district covered by this plan requests assistance from the State through the county Emergency Operations Center (EOC). State assistance may be provided peer-to-peer from state agencies or under the direction of the Governor, through the State Emergency Operations Center or State EOC. In the event of a major emergency or disaster, Federal assistance is requested by the Governor to the President, through the Department of Homeland Security, specifically the Federal Emergency Management Agency (FEMA). FEMA coordinates the response and resources from the Federal government.

The EOP describes the overall structure, assignment of responsibilities and general guidance for the overall emergency management program. The program includes activities related to mitigating the threat(s), preparing for the inevitable incident, response and recovery from an incident.

The primary details of the EOP are found in Emergency Support Function (ESF) Annexes and the Incident Specific Annexes. The ESF Support Annexes are function specific guidelines for the coordination of the delivery of specific services. These annexes are written with direction of the affected organizations and are to include agreements on policies and procedures for responding to specific requests. Each ESF plan may include attachments or reference material, resources lists, checklists and contact information for personnel. This concept is implemented by the affected organizations inside the EOC, which is organized by function, to facilitate face-to-face coordination. A summary of the responsibilities can be found within the EOP.

The decision to activate the Emergency Operations Center (EOC) is made by at least one of the following individuals: The Custer County Sheriff, Custer County Commissioner(s), Wet Mountain or Wetmore Fire Chief, Town of Westcliffe of Silver Cliff Mayor, or the Custer County Director of the Office of Emergency Management (CCOEM). Activation is based on an analysis of a widespread emergency or disaster that affects, or could impact, all or part of Custer County or any of its political subdivisions. If the decision to activate the EOC is not made by the CCOEM Director, he/she will be notified as soon as possible.

Other officials in Custer County may request activation of the EOC to support critical incident response and recovery. They include any Incident Commander or Commanders in a Unified Command, elected officials of political subdivisions, Director of Public Health Agency, other officials of statutorily designated special districts. A request to activate will be approved upon the concurrence of one or more of the following: Custer County Sheriff, Wet Mountain Fire Chief, or the Custer County Director of the Office of Emergency Management.

The personnel assigned to the EOC are expected to have decision-making authority to negotiate and coordinate their respective organization's response and recovery activities with the other organizations in order to accomplish common goals and objectives. In addition, personnel assigned to the EOC should have the ability to acquire and allocate resources. Having key personnel co-located in the EOC for the duration of the emergency expedites decisions and promotes face-to-face coordination. Redundant systems are available within the EOC to provide communications between the EOC representatives and their respective field personnel and office staff, as well as with higher levels of government.

Most incidents that occur in Custer County and the towns of Westcliffe and Silver Cliff are handled by field incident command and there is no need for the EOC to be activated. There are other incidents where EOC activation is appropriate, even though there is no incident command system in the field. Significant events will likely require both field incident command and EOC activation.

Any activation of the EOC will be supported by the necessary emergency support functions (ESF) required to respond to the incident. Some of the ESFs that are not initially activated may be added later, as the nature and scope of the incident is better understood. Reference the Custer County EOC operations manual for a detailed explanation of the different activation levels.

A. Adoption and Supersession

1. Upon completion and formal adoption, this plan will supersede and replace the Custer County Emergency Operations Plan (EOP) dated August 2003.

B. Purpose

1. Identify the roles, responsibilities and actions required of participating agencies, municipalities, departments and organizations in preparing for and responding to emergencies and disasters.
2. Ensures a coordinated response by Town, County, State, and Federal governments in managing emergencies or disasters, saving lives, preventing injuries, protecting property and protecting the environment.
3. Provide a framework of policies, objectives, and approaches for coordinating, integrating and administering the EOPs and related programs of localities, including special districts, Towns, County, State, and Federal governments.
4. Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.
5. Establish the framework for all plans developed and used by participating agencies, departments and enterprises.
6. Establish the governing plan for all emergency plans within Custer County.

C. Scope

1. The Custer County EOP is part of a larger system of inter-related plans at the local, state and federal levels. They are founded upon the National Response Framework (NRF), National Disaster Recovery Framework (NDRF) and the principles of the National Incident Management System (NIMS). The inter-related nature of the plans and incident management are designed to allow maximum coordination and cooperation between responders from all levels of government.
2. The Custer County EOP uses the all-hazards approach that addresses a full range of complex and constantly changing requirements in anticipation of, or in response to threats or acts of major disasters (natural or technological), terrorism and other emergencies. The Custer County EOP does not specifically address continuity of operations, long-term recovery or mitigation measures as these are covered in separate documents.
3. The EOP details the specific incident management roles and the responsibilities of participating agencies, county departments and enterprises involved in emergency management.
4. Custer County shall cooperate with the disaster agencies of municipalities situated within its borders. This plan applies to all localities that have been chosen to participate in this plan by its principal executive officer. It is understood that all jurisdictions located within Custer County have the authority to create their own plans and not to participate in this plan. It is also understood that should any jurisdiction within Custer County need the support that this plan could provide that resources will be made available under normal mutual aid protocols.

D. Legal Authority^{[A1][A2]}

1. Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (Volume VI Public Law 93-288 as amended by Public Law 100-107)
- National Response Framework (NRF)
- Homeland Security Act and Information Sharing Act 2002
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Homeland Security Presidential Directive 8, National Preparedness
- National Incident Management System (NIMS)
- Standards of Good Practice: National Fire Protection Agency 1600, Disaster/Emergency Management and Business Continuity Programs and the Emergency Management Standard by the Emergency Management Accreditation Program (EMAP)
- The **Federal Government** is responsible for:
 - Providing emergency response on federally owned or controlled property, such as the United States Forest Service Land. [Note: Some exceptions exist such as the Sheriff's statutory responsibility for SAR efforts.]
 - Providing federal assistance as directed by the President of the United States under the coordination of the Department of Homeland Security and the Federal Emergency management Agency in accordance with federal emergency plans.
 - Identifying and coordinating provision of assistance under other federal statutory authorities.
 - Providing assistance to State and local governments for response and recovery from a Presidential Declared Disaster.
 - Managing and resolving issues pertaining to a mass influx of illegal aliens.
 - Providing repatriation assistance to U.S. citizens evacuated from overseas areas. The U.S. Department of Health and Human Services (DHHS), in coordination with other designated federal departments and agencies, is responsible for providing such assistance.

2. State

- Colorado Disaster Emergency Act of 1992 (24-33.5-701, et seq., C.R.S.), Colorado Revised Statutes, 1988 as amended
- Colorado State Emergency Operations Plan
- The **State of Colorado** is responsible for:
 - Maintaining an emergency management organization at the state level that involves all government agencies, businesses, and volunteer organizations with responsibilities in emergency management within Colorado.
 - Support the Emergency Management needs of all counties by developing reciprocal inter-state mutual aid agreements; when requests for assistance exceeded state resources, the state will contact other states for assistance, as well as the Federal Emergency Management Agency.
 - Directing and controlling a state response and recovery organization based on emergency support functions, involving broad participation from state, private, and

voluntary relief organizations that is compatible with the federal response and recovery organization.

- Developing and implementing programs or initiatives designed to avoid, reduce, and mitigate the effects of hazards through the development and enforcement of policies, standards, and regulations.
- Coordinate state activities with those Colorado volunteer organizations active (VOAD) in disasters; ensuring that these organizations are identified and organized under Emergency Support Function 6 (Mass Care, Emergency Assistance, Housing, and Human Services) of the state Emergency Operations Plan.
- Coordinate state activities with Colorado's business community and its organizations to ensure a broad and comprehensive coverage of assistance and relief during a disaster.
- Promote mitigation efforts in the business community with emphasis on the state's infrastructure.
- Identify critical industry infrastructure that may be impacted by disaster or are required for emergency response efforts.
- Review and analyze the Custer County EOP against national criteria to ensure compliance with goals, procedures, and benchmarks that guide emergency management.

3. Local: Custer County Government

- Agreement Establishing Custer County Office of Emergency Management and Custer Emergency Services October 5, 1987 **Resolution**; and May 2, 1990.^[A3]
- As stated in C.R.S Title 24, Article 32, Part 2017, each political subdivision shall be responsible for disaster preparedness and coordination of response, and that if a municipality within a political subdivision does not have disaster plan then the responsibility falls to the County to provide such service. The Board of County Commissioners (BoCC) can delegate authority to the Emergency Management Director to act on their behalf in regards to emergency management.

4. The base EOP is adopted by the BoCC by resolution, which serves as the promulgation letter for this plan.

E. Promulgation

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RESOLUTION NO. 17-14

A RESOLUTION TO ADOPT THE 2017 EMERGENCY OPERATIONS PLAN FOR CUSTER COUNTY, COLORADO

WHEREAS, pursuant to C.R.S. §§ 30-11-101(2)(a) and 30-15-401, *et seq.*, the Board of County Commissioners of the County of Custer, State of Colorado (hereinafter "Board" or "BOCC"), has the power to adopt ordinances, resolutions, rules and other regulations as may be necessary for the control of those matters of purely local concern, and to do all acts which may be necessary or expedient to promote the health, safety, and welfare of the citizens of Custer County; and

WHEREAS, the 2017 Custer County and Towns of Westcliffe and Silver Cliff Emergency Operations Plan (EOP), attached hereto as Exhibit 1, meets requirements set forth in the State of Colorado Title 24, Article 33.5, Part 701, *et seq.*, Colorado Revised Statutes, as amended, entitled the *Colorado Disaster Emergency Act*, and

WHEREAS, the 2017 EOP provides the foundation for the operations of the Custer County Office of Emergency Management, with partner townships, County departments and affiliated agencies, in promoting a ready, responsive and resilient Custer County before, during and after emergency and disaster events; and

WHEREAS, this Emergency Operations Plan is aligned with the National Response Framework and National Incident Management System; and

WHEREAS, the Board has the authority to declare, continue or discontinue a disaster or emergency in Custer County, and implement any and all of the disaster and emergency powers permitted by the state, by local laws and resolutions, and activate all relevant portions of this Emergency Operations Plan and supporting annexes and plans; and

WHEREAS, nothing in this Emergency Operations Plan or the supporting annexes and plans shall abridge or curtail the authority of the Custer County Board of County Commissioners; and

WHEREAS, this plan was developed by the Custer County Office of Emergency Management, with extensive "whole community" oversight, collaboration, editing, review and acceptance; and

WHEREAS, it is recognized that this Emergency Operations Plan is a base plan and the supporting annexes and plans, are at the date of this resolution, already adopted, or completed, or in-development, or will be developed; and will have unique requirements and timelines for development, implementation, review; and

WHEREAS, independently elected Custer County officials, who have had an opportunity to review the Emergency Operations Plan and provide and implement their input in the development of this plan, have committed to support the Emergency Operations Plan, as detailed and consistent with their statutory and constitutional obligations of office.

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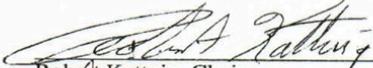
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WHEREAS, the Board has determined that it would serve the best interests of the public to adopt the Emergency Operations Plan for Custer County.

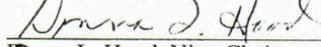
NOW THEREFORE BE IT RESOLVED THAT, the Board of County Commissioners hereby approves the 2017 Custer County and Towns of Westcliffe and Silver Cliff Emergency Operations, subject to the provisions cited therein.

BE IT FURTHER RESOLVED, that Robert Kattnig, duly elected, qualified member and Chair of the Board of County Commissioners, or Donna Hood, duly elected, qualified member and Vice Chair of the Board of County Commissioners, be and is hereby authorized and appointed on behalf of the Board to execute any and all documents necessary to carry out the intent of the Board as described herein

Done this 5th day of September, 2017.



Robert Kattnig, Chairman

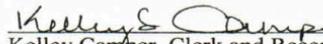


Donna L. Hood, Vice-Chair



Jay D. Printz, Commissioner

Attest:



Kelley Camper, Clerk and Recorder



TOWN OF SILVER CLIFF
County of Custer, State of Colorado

RESOLUTION TO ADOPT THE 2017 EMERGENCY OPERATIONS PLAN FOR SILVER CLIFF, COLORADO

WHEREAS, pursuant to C.R.S. §§ 30-11-101(2)(a) and 30-15-401, *et seq.*, the Board of Trustee of the Town of Silver Cliff, State of Colorado (hereinafter "Board"), has the power to adopt ordinances, resolutions, rules and other regulations as may be necessary for the control of those matters of purely local concern, and to do all acts which may be necessary or expedient to promote the health, safety, and welfare of the citizens of the Town of Silver Cliff; and

WHEREAS, the 2017 Custer County and Towns of Silver Cliff and Westcliffe Emergency Operations Plan (EOP), attached hereto as Exhibit 1, meets requirements set forth in the State of Colorado Title 24, Article 33.5, Part 701, *et seq.*, Colorado Revised Statutes, as amended, entitled the *Colorado Disaster Emergency Act*, and

WHEREAS, the 2017 EOP provides the foundation for the operations of the Custer County Office of Emergency Management, with partner townships, County departments and affiliated agencies, in promoting a ready, responsive and resilient Custer County before, during and after emergency and disaster events; and

WHEREAS, this Emergency Operations Plan is aligned with the National Response Framework and National Incident Management System; and

WHEREAS, the Board has the authority to declare, continue or discontinue a disaster or emergency in the Town of Silver Cliff, and implement any and all of the disaster and emergency powers permitted by the state, by local laws and resolutions, and activate all relevant portions of this Emergency Operations Plan and supporting annexes and plans; and

WHEREAS, nothing in this Emergency Operations Plan or the supporting annexes and plans shall abridge or curtail the authority of the Town of Silver Cliff; and

WHEREAS, this plan was developed by the Custer County Office of Emergency Management, with extensive "whole community" oversight, collaboration, editing, review and acceptance; and

WHEREAS, it is recognized that this Emergency Operations Plan is a base plan and the supporting annexes and plans, are at the date of this resolution, already adopted, or completed, or in-development, or will be developed; and will have unique requirements and timelines for development, implementation, review; and

WHEREAS, independently elected Silver Cliff officials, who have had an opportunity to review the Emergency Operations Plan and provide and implement their input in the development

of this plan, have committed to support the Emergency Operations Plan, as detailed and consistent with their statutory and constitutional obligations of office.

WHEREAS, the Board has determined that it would serve the best interests of the public to adopt the Emergency Operations Plan for Custer County.

NOW THEREFORE BE IT RESOLVED THAT, the Board of Trustees hereby approves the 2017 Custer County and Towns of Silver Cliff and Westcliffe Emergency Operations, subject to the provisions cited therein.

BE IT FURTHER RESOLVED, that Stephen Lasswell, duly elected, qualified member and Mayor of the Town of Silver Cliff be and is hereby authorized and appointed on behalf of the Board to execute any and all documents necessary to carry out the intent of the Board as described herein

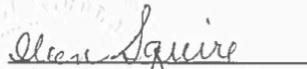
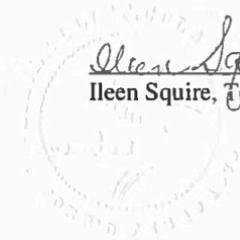
APPROVED this **11th** day of September, 2017, at Westcliffe Colorado

Town of Silver Cliff



Steve Lasswell, Mayor

Attest:


Ileen Squire, Town Clerk

**TOWN OF WESTCLIFFE
RESOLUTION 6-2017**

**A RESOLUTION OF THE BOARD OF TRUSTEES OF THE TOWN OF WESTCLIFFE,
COLORADO, ADOPTING THE 2017 EMERGENCY OPERATIONS PLAN FOR CUSTER
COUNTY, COLORADO**

WHEREAS, pursuant to C.R.S §§ 31-15-101(2), the Board of Trustees of the Town of Westcliffe, Colorado, have the power to adopt ordinances, resolutions, rules and other regulations necessary to conduct business in the Town of Westcliffe; and,

WHEREAS, Board of Trustees determine that the 2017 Custer County Emergency Operations Plan (EOP), attached hereto as Exhibit 1, meets requirements set forth in the State of Colorado Title 24, Article 33.5, Part 701, *et seq.*, Colorado Revised Statutes, as amended, entitled the *Colorado Disaster Emergency Act*; and,

WHEREAS, the 2017 EOP provides the foundation for the operations of the Custer County Office of Emergency Management, with the partner township of Silver Cliff, Colorado, Custer County and affiliated agencies, in promoting a ready, responsive and resilient Custer County before, during and after emergency and disaster events; and,

WHEREAS, this Emergency Operations Plan is aligned with the National Response Framework and National Incident Management System; and,

WHEREAS, the Board of County Commissioners of Custer County, Colorado have the authority to declare, continue or discontinue a disaster or emergency in Custer County, and implement any and all of the disaster and emergency powers permitted by the state, by local laws and resolutions, and activate all relevant portions of this Emergency Operations Plan and supporting annexes and plans; and,

WHEREAS, nothing in this Emergency Operations Plan or the supporting annexes and plans shall abridge or curtail the authority of the Board of Trustees of Westcliffe, Colorado; and,

WHEREAS, this plan was developed by the Custer County Office of Emergency Management, with extensive “whole community” oversight, collaboration, editing, review and acceptance; and,

WHEREAS, it is recognized that this Emergency Operations Plan is a base plan and the supporting annexes and plans, are at the date of this resolution, already adopted, or completed, or in-development, or will be developed; and will have unique requirements and timelines for development, implementation, review; and,

WHEREAS, the Board of Trustees has determined that it would serve the best interests of the public to adopt the Emergency Operations Plan for all of Custer County including the Town of Westcliffe.

NOW THEREFORE, BE IT RESOLVED BY THE BOARD OF TRUSTEES OF THE TOWN OF WESTCLIFFE THAT THE EMERGENCY OPERATIONS PLAN PROVIDED BY THE CUSTER COUNTY OFFICE OF EMERGENCY MANAGEMENT SHALL BE ADOPTED AS ITS OWN AS FOLLOWS:

1. The Town of Westcliffe adopts and approves the 2017 Custer County Emergency Operations Plan attached hereto as Exhibit 1, and herein incorporated the Emergency Operations Plan by reference.

APPROVED AND ADOPTED at a regular meeting of the Board of Trustees of the Town of Westcliffe on this 5th day of September, 2017.

Town of Westcliffe



Christy Patterson, Mayor

Attest:


Kathy Reis, Town Clerk

RESOLUTION NO. 17-15

A RESOLUTION REAFFIRMING THE BOARD OF COUNTY COMMISSIONERS AS THE AGENCY RESPONSIBLE FOR THE DAILY, SUPERVISORY, ADMINISTRATIVE AND BUDGETARY AUTHORITY FOR THE DIRECTOR OF THE OFFICE OF EMERGENCY MANAGEMENT.

WHEREAS, pursuant to C.R.S. §§ 30-11-101(2)(a) and 30-15-401, *seq.*, the Board of County Commissioners of the County of Custer, State of Colorado (hereinafter "Board" or "BOCC"), has the power to adopt ordinances, resolutions, rules and other regulations as may be necessary for the control of those matters of purely local concern, and to do all acts which may be necessary or expedient to promote the health, safety, and welfare of the citizens of Custer County; and

WHEREAS, the Colorado Disaster Emergency Act of 2013, of Article 33.5-701, *et seq.* of Title 24, C.R.S., mandates that each county "shall maintain a disaster agency or participate in a local or inter-jurisdictional disaster agency..." to serve the important public interests of reducing the vulnerability of people and communities to damage, injury and loss of life and property resulting from natural catastrophes and catastrophes of human origin, and

WHEREAS, just as the State of Colorado Office of Emergency Management provides for emergency management at the state level, the Board is compelled to create and manage a local disaster agency authorized to provide effective coordination of activities relating to disaster prevention, preparedness, response and recovery to protect the lives of the citizens in our community; and

WHEREAS, the Citizens of Custer County have been recently affected by the Hayden Pass and the Junkins Fires in 2016, and subsequent injuries to property as a result of flooding from the burn scars; and

WHEREAS, in the wake of these local disasters, the BOCC is compelled to reaffirm its commitment to providing pre- and post-disaster emergency preparedness and response directed by the Board, supervised by the Chair of the Board, an appointed County Office of Emergency Management Director, independent of the Sheriff's Office.

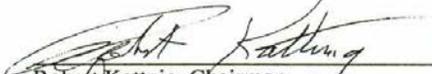
NOW THEREFORE BE IT RESOLVED THAT, the Board of County Commissioners reaffirms that it is the established agency responsible for the daily, supervisory, administrative and budgetary authority for the director of the Office of Emergency Management.

NOW THEREFORE BE IT RESOLVED, that Robert Kattnig, duly elected, qualified member, and Chair of the Board of County Commissioners, be and is hereby authorized to execute this Resolution attached hereto.

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DONE this 5th day of September, 2017.

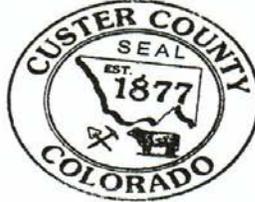

Robert Kattning, Chairman


Deana L. Hood, Vice-Chair


Jay D. Printz, Commissioner

Attest:


Kelley Camper, Clerk and Recorder



F. Planning Assumptions & Considerations

1. An emergency or disaster can occur at any time and any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and the business community.
2. The premise of the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), National Incident Management System (NIMS) and the Custer County EOP is that all levels of government share responsibility for working together in preparing for, responding to and recovering from the effects of an emergency or disaster. Partnerships also include non-profit organizations and the private sector.
3. Incidents are typically managed at the local government level. State and federal support may not arrive until after 24 hours or more after the incident occurs.
4. The public expects all levels of authority, including local governments, to keep them informed and to provide guidance and assistance in the threat of or an actual emergency or disaster. Furthermore, the public can be expected to make sound personal decisions when presented with information in a clear and concise manner.
5. While the public expects government authorities to aid and assist them during disasters, personal preparedness, self-help, and community education are paramount. CCOEM provides materials to assist the public with personal preparedness education and planning.
6. Information sharing occurs across multiple levels of government, the response community and the private sector.
7. Participating agencies, County departments and enterprises will respond to an incident to the extent of available resources. Mutual aid resources may be requested to supplement or replace local resources, which have been exhausted. If these efforts are determined to be insufficient, requests may be made from the County to the Region and to the State; and the State to the Federal government.
8. With increased possibility of terrorism and employment of weapons of mass destruction, any biological or technological incident must be approached as if it could be an act of terrorism.
9. The principles found in NIMS will be utilized in the implementation of this plan. Specifically, the Incident Command System (ICS) will be utilized for all levels of response to control operations at the site of an incident of significance, emergency or disaster through a standard "command" system that unifies rapid and effective interagency response to the incident.
10. The priorities for the Multi Agency Coordination System and Incident management are to:
 - Save lives and safe guard the public's health
 - Incident stabilization and mitigation of secondary hazards
 - Protect property, protect the environment, and stabilize the economy
11. Private and volunteer organizations, i.e., Medical Reserve Corp., Community Emergency Response Team, American Red Cross, Salvation Army, Colorado Volunteer Organization Active in Disasters, etc. will provide immediate life-sustaining relief which is not normally available from government resources to individuals and families. Local and/or State governmental

agencies will assist these organizations by providing information, guidance and coordination of their relief efforts.

12. The Custer County Chair of the Board of County Commissioners may declare a disaster or emergency as provided in the 24-33.5-709(1), C.R.S. The principal executive officer of any locality participating in the Custer County and County EOP may also declare a disaster under 24-33.5-709(1), C.R.S. The principal executive officer of any locality participating in this plan may make such orders upon declaration to protect health and safety of Custer County residents. Based on damage assessment findings indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stanford Act, the President, at the request of the Governor of Colorado, may grant a major disaster or emergency declaration.
13. Each and every locality participating in the EOP is responsible for complying with resource ordering through the CCOEM. The Resource Management Plan is found in the ESF 7 Annex. Coordinating resource ordering and provision to localities through the CCOEM ensures that all possible reimbursement from state and federal resources may be accessed by the locality when following protocols for state and federal reimbursement.
14. Multiple programs exist within the Federal government to assist states and local entities to respond and recover from disasters and emergencies. Each program has its own unique processes, procedures, and routes of request. For example, the CCOEM is the point of contact for the State Division of Emergency Management and the Custer County Department of Health is the point of contact for the Colorado Department of Public Health and Environment. As the designated lead during disasters and emergencies, each agency that is coordinating assistance through their State and/or Federal partners will keep the CCOEM apprised of their activities and provide copies of their assistance documentation.
15. Evacuation plans lend themselves to events that are predictable and have adequate warning time. The Evacuation Plan is found in the ESF 1 Annex. All other events are impromptu and situation dependent requiring evacuation or shelter-in-place decisions based on the hazard. Effective evacuation plans should be phased or tiered based on at-risk populations, and should include trigger points, pre-designated routes and timelines. They may also include pre-designated safe areas for specific hazards (such as floods), which could be reached on foot when evacuation routes are damaged, impassable, or gridlocked with traffic. Many of the County's disasters and emergencies are not predictable with little to no warning time. When a local evacuation order is given, the towns, county, and region shall provide available assets to support the evacuation. Some mitigating factors in a mass evacuation include the physical location of the incident (the geographic layout of Colorado ranges between flatlands to rough mountain terrain); and the timeframe of the incident (during the winter months, eastern plains and mountain highways may be closed, thus preventing nearby community response and support).

16. Custer County Situational Profile:

Custer County lies in south central Colorado and, according to the U.S. Census Bureau, has a total area of 740 square miles. Custer County is primarily a rural county, with urban uses generally located within the incorporated towns of Silver Cliff and Westcliffe. Of Custer County's 474,424 acres, 190,543 acres (40%) is public land, (primarily USFS); and 283,881 acres (60%) is private land. Two statutory towns, Silver Cliff and Westcliffe, are centrally located adjacent to each other with Westcliffe serving as the County seat. Additionally, the unincorporated communities of Wetmore, San Isabel, Lake DeWeese and Rosita/Querida are growing areas. The lowest point of the county is around 6,000 feet in elevation, but most of the county is rugged and mountainous. The peaks of the Sangre de Cristo Mountains to the west

reach heights in excess of 14,000 feet. The only lake of size is the [Deweese Reservoir](#) in the north end of the Wet Mountain Valley.

Custer County, Colorado, averages 15 inches of rain per year, with 83 inches of snowfall. The number of days with any measurable precipitation is 41. On average, there are 264 sunny days per year in Custer County, Colorado. The July high is around 79 degrees. The January low is 9.

- 2017 estimated total population: 4,567
- 2010 Census population by age
 - 29.1% of the population was over age 62; compared to 14% of the state
 - 22.4% of the population was over age 65; compared to 10.9% of the state
- Number of estimated 2010 housing units 3,956
 - Number of occupied units 1,925
 - Number of unoccupied units, 2,031 (1,673 seasonal / 358 other vacant)
- Estimated 2015 civilian labor force: 1,645, down 85 jobs from the county's peak employment in 2008, of 1,730.
- Custer County has a lower median household income than the state, \$35,000 vs. \$60,639.
- 55% of the county's residents are employed outside the county.
- Of the jobs in Custer County, 57% are filled by residents, with 43% filled by workforce from outside the county.
- Population growth is forecast to significantly exceed job growth, driven after 2020 in large part by retirees.

G. Concept of Emergency Management

Emergency Management employs a comprehensive approach to all-hazards planning and focuses on a collaborative effort with a wide range of partners, a "whole community" approach. This shared responsibility becomes a collection of disciplines that together seek to build a more prepared and disaster resilient community. To support this, Emergency Management performs a support and coordination role, not a command and control function. There are five phases of emergency management: prevention, mitigation, preparedness, response, and recovery.

- **Prevention** efforts attempt to avoid or stop an incident from occurring altogether.
- **Mitigation** involves actions to minimize or reduce the adverse effects resulting from a disaster.
- **Preparedness** encompasses the planning, training and exercising of emergency equipment, policy, and procedures.
- **Response** includes actions taken during the incident to address the immediate and short-term threats to life, property, environment and the social, economic, and political structure of the community.
- **Recovery** involves the implementation of programs needed to help communities return to normal. Recovery can be loosely categorized as short and long term actions.



H. Risk Analysis

1. Hazard identification and risk assessment are discussed in detail in the [Hazard Mitigation Plan, February 2017](#). Custer County is subject to a wide range of natural and human-caused hazards. The EOP is constructed to be flexible and adapt to the many variables that ultimately shape our response and recovery efforts.
2. All of these hazards present some degree of danger to our communities. Risk is the highly variable relationship between each hazard and the vulnerabilities they present. An action or event for an area of risk precipitates the advent of an incident, emergency or disaster. Through all-hazards planning, all of the capabilities needed to respond to and recover from disasters are considered.

I. EOP Implementation & Maintenance

1. The 2017 Custer County EOP supersedes all other versions of this plan and is effective immediately for planning, training and exercising, preparedness and response operations.
2. All plans, annexes, appendices, procedures and resource inventories to support the needs of the community before, during, and after any emergency or disaster incident shall be based on potential hazards to the Towns and the County. Plans, annexes, appendices, and procedures will detail who (by title), what, when, where and how emergency tasks and responsibilities will be conducted.
3. After any major event, disaster, or exercise the After Action Review will compel a review of the EOP and its annexes for any required updates. The CCOEM is responsible for coordinating all after action review efforts for major events.
4. The EOP should be tested through scheduled exercises every other year, with required participation from department and agency representatives. Participation Tabletop exercises and functional exercises should be considered when full-scale exercises are not practical because of financial or operational reasons. Emergency notification lists should be verified annually.
5. CCOEM will review and revise procedures following critiques of actual emergency or disaster operations or exercises where deficiencies were noted. During each event review, CCOEM will submit appropriate sections to plan participants for review. Recommendations for changes revisions, or updates to the EOP, its annexes, and appendices shall be forwarded to CCOEM for review, publication, and distribution to holders of the EOP. If no changes, revisions, or updates are required, CCOEM shall be notified in writing by the department head that the respective plan, annex, and appendices have been reviewed and are considered valid and current.
6. EOP participants will be notified when substantive changes are made to the EOP. The EOP will be circulated to EOP participants annually for comment before approval by the Board. Changes to the EOP during the review cycle will not need BoCC approval.
7. The Custer County EOP, its annexes and appendices, checklists and notification lists shall be maintained and kept current per individual plan or annex schedules or on the following four-year schedule:

YEAR 1	REVIEW OF CUSTER COUNTY ESF ANNEXES
YEAR 2	REVIEW THE APPENDICES
YEAR 3	REVIEW THE BASIC PLAN
YEAR 4	SUBMIT FOR UPDATE ADOPTION

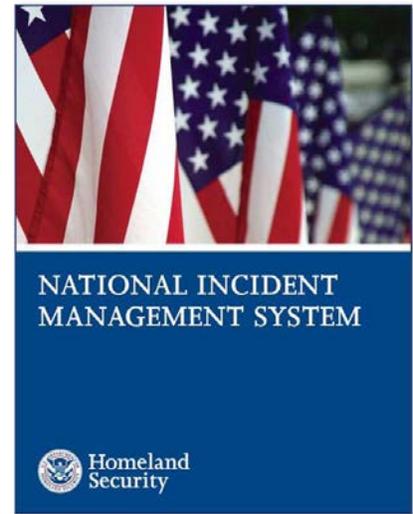
A. General

1. Emergencies and disasters will be managed under the plan assignments set forth herein. By the adoption of this plan, Custer County as well as participating organizations and localities adopt the principles of the National Incident Management Systems (NIMS).
2. The EOP coordinates a county-wide multi-agency response, when capabilities and resources (including those of mutual aid) of the initial responding agency and/or the County may be exceeded. Mutual Aid assistance can be requested from the State of Colorado, when authorized, and will be provided as part of an effort coordinated by the Colorado Office of Emergency Management, operating on behalf of the Governor. The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.
3. The EOP is the primary and general plan for managing emergencies and disaster. It details the coordinating structures and processes used during incidents in Custer County. Other supplemental agency plans provide details on authorities, response protocols and technical guidance for responding to and managing specific situations (such as hazardous materials spills, wildland fires, and health emergencies).
4. The continuity of operations of participating agencies, localities, Town and County departments and enterprises is manifested through standardization. Standardized operational management concepts are based on the ICS, NIMS, and hierarchy of governmental responsibility and authority.
5. Incidents are handled at the local governmental level. In some instances, a state agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.
6. The EOP can be partially or fully implemented, which is consistent with NIMS and ICS principles. This allows maximum flexibility to meet the unique operational requirements of any situation.
7. A multi-juridical approach will be required to manage most major incidents effectively. A unified command should be utilized when appropriate. Accordingly, emergency plans and exercises should incorporate procedures for integration of resources of the Town of Westcliffe, Town of Silver Cliff, surrounding localities, Custer County, volunteer agencies, the private sector, and State and Federal governments.
8. Plan implantation and the subsequent supporting actions taken by the Towns and County are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from the incident. The EOP is in effect for preparedness activities, response and initial relief activities when a major emergency, disaster, or incident occurs or is imminent.

B. NIMS

1. The National Incident Management System (NIMS) is a comprehensive, nationwide systematic approach to incident management. NIMS consists of a core set of doctrines, concepts, principles, terminology and organizational processes for managing all-hazards incidents.

2. NIMS is applicable to all levels of stakeholders, including local government, non-governmental organizations, private sector and other agencies that play a role during disasters.
3. The use of NIMS is required by the U.S. Department of Homeland Security and the State of Colorado. In Custer County NIMS is the basis for all incident management and shall be utilized to manage both small and large scale incidents.
4. NIMS requires local governments to have an updated Emergency Operations Plan that incorporates NIMS components, principles and policies.



C. Priorities

The following operational priorities are listed in order of importance. The operational demand that is highest on the list shall prevail whenever demands for emergency assistance/request for resources (personnel or equipment); as defined under planning assumptions defined in EOP.

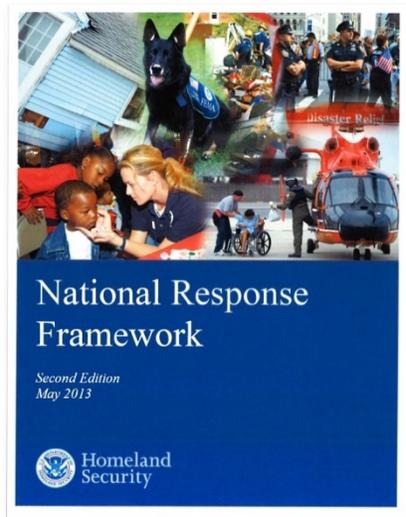
Save Lives	Protect Property	Protect Environment	Stabilize the Economy	Recover and Restore the Community
<ul style="list-style-type: none"> • Save human life • Treat the injured • Warn the public to avoid further casualties • Shelter and care for those evacuated • Save Animals (livestock and domestic pets) • Coordinate with Public Health Officials 	<ul style="list-style-type: none"> • Save property from harm/destruction • Take action to prevent further harm/loss • Provide security for property, especially in evacuated areas 	<ul style="list-style-type: none"> • Confine hazardous chemical releases to the smallest possible area • Prevent runoff from entering streams, ponds, lakes, rivers or sewers • Contain the chemical release 	<ul style="list-style-type: none"> • Ensure access to businesses (such as debris clearance and road repair) • Restore essential services/utilities • Take action to prevent price gouging in the sale of essential goods, services and contacts • Establish temporary housing and transportation for employees 	<ul style="list-style-type: none"> • Complete damage assessments • Develop a recovery plan • Develop recovery policy guidance • Provide client assistance • Identify mitigation projects • Ensure stable utility/transportation infrastructure • Ensure access to workforce (available for work, proximity to housing, grocery stores, pharmacies and other businesses) • Ensure adequate support institutions are operational (like schools, day cares, houses of worship, parks, medical care) to support workforce and families • Restore beautification programs and promote the welfare of the community

D. Emergency Operations Center

- Personnel assigned to the EOC are expected to have decision-making authority and have the necessary skills to coordinate their respective organization's response and recovery activities.
 - Personnel assigned to the EOC should have the ability to acquire and allocate resources associated with their area of expertise.
 - Designated EOC staff should be allowed the time to participate in EOC trainings and exercises, as appropriate.
1. The EOC serves as the principal point for initiating and coordinating local government resources, and for coordinating and facilitating the activities of private and volunteer organizations, in the delivery of emergency assistance to affected areas. The EOC provides governmental and affiliated officials with a centralized location to gather and analyze critical incident information, facilitate the decision-making process, and coordinate response strategies and short-term recovery activities.
 2. The Custer County Emergency Operations Center (EOC) provides multi agency coordination through the following functions:
 - Resource support – Identify, acquire, prioritize and allocate needed and anticipated support resources.
 - Developing and maintaining situational awareness – Information from various sources must be displayed and shared with the appropriate audiences to promote increased understanding and awareness of the current situation.
 - Emergency Support Function (ESF) coordination – The EOC provides coordination and management for ESF's activated in support of the incident.
 - Manage information – The EOC must have processes in place to collect, document, analyze, and distribute information.
 - Policy coordination – Policy directives are reflected within the EOC's operations.
 3. The EOC primarily operates on the Emergency Support Function (ESF) model. This model is founded in the NRF, 2013. This model divides responsibility into those functions most likely required during an emergency or disaster. Activation is based on need and agency representation and is predetermined based on the expertise required for each ESF. Additional ICS support functions, operating as staff for the EOC may be instituted. These include EOC Director, Finance, Logistics, Operations, Planning, Information, Situation Unit, and Expediter.

EOC Director - The Director is the ranking officer and organizational leader for the EOC for an incident and is the conduit to Senior County Leadership, the Policy Group and the BoCC. The Director is globally responsible for all operations of the EOC during an incident and is the final word if conflicts emerge between EOC staff members.

- Assures EOC procedures are implemented and used correctly.
- Establishes and re-evaluates EOC staffing at effective levels.
- Aligns and re-aligns EOC activation level(s) as the incident progresses.



- Assigns EOC staff positions.
- Communicates with Senior County Leadership, the Policy Group and the BoCC.
- Seeks disaster declarations and authorizations for large expenditures as needed.
- Makes sure important functions such as damage assessments, incident intelligence and other functions are occurring.
- Sends out internal notifications through CodeRed and WebEOC.
- Monitors EOC staff for effectiveness and fatigue.

Finance - The “Finance” section is comprised of the “Payers”. They work with senior leadership, the Policy Group and the Director to manage the financial aspect of the incident.

- Validate budget authority.
- Work with senior leadership, the Policy Group and the Director to establish financial triggers for per-request and incident aggregate resource costs.
- Maintain running estimates of costs associated with the incident.
- Regularly update the Director on the estimated incident cost.
- Monitor resource request pricing and act as the second approval step in the Resource Request process.
- Develop budget for long term incidents and recovery stages.

Finance Section Chief

- Monitor multiple sources of funds.
- Track the financials and report to the EOC Director.
- Monitor cost expenditures to ensure that statutory rules that apply are met.
- Maintain close coordination with Planning Section and Logistics Section.
- As needed, expand the Finance section into the Time Unit, the Procurement Unit, the Compensation and Claims Unit and the Cost Unit.

Logistics - The “Logistics” section is tactical in nature and supports the incident by locating and pricing resources to support the incident. Logistics “owns” the Resource Request Process and acts as both the initial approval step and final communications with the requestor to communicate approval/denial of the resource.

- Validates resource requests; “Is this something the EOC can and should be providing?”
- Identifies suppliers for requested resources taking into consideration existing county vendors, working with County Procurement to approve new and or alternate vendors as needed.
- Produces a price estimate for a resource request, making certain the Procurement processes are followed.
- Works directly with Finance, Operations and the Director to coordinate approval and or more cost effective alternatives for requested resources.
- Contacts Requester to communicate approval/denial of resource requests.
- Coordinates transportation, timing, and delivery of resources with the Operations Section.
- Tracks resources while deployed, document when, where and how long each resource is deployed to the incident.

Logistics Section Chief

- Responsible for all support requirements needed.
- Orders resources from off-incident locations.

- Responsible for providing facilities, transport, supplies, equipment, maintenance, fuel, food services, communications and information technology support, emergency responder medical services, inoculations and other specialized services.
- As needed, expands the Logistics section into: Supply, Ground Support, Facilities, Food, Communications, and Medical Unit.

Operations - The “Operations” section is tactical in nature and supports the incident through direct support of Incident Command along with support of providing other secondary incident support needs.

- Public Health and Medical Services
- Fire
- HAZMAT
- Public Works
- Law Enforcement
- Search and Rescue
- Evacuation and Reentry
- Fatality/Coroner

Operations Section Chief

- Only one Operations Section Chief for each operational period.
- Responsible to the IC/UC for direct management of all incident-related operational activities.
- Establishes tactical objectives for each operational period, which sets the pace for the establishment actions of the other section chiefs.
- Assists in developing the operational portion of the Incident Action Plan (IAP) for that particular period of responsibility.
- As needed, expands the Operations Section into branches.
- Supervises the Operations Section.
- May have one or more deputies assigned from other agencies.
- Briefs personnel and IC.
- Determines needs and request additional resources.
- Assembles/disassembles strike teams assigned to operations section.
- Reports information to the EOC Director.
- Maintains a unit/activity log.

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

- Maintains information and intelligence on the current and forecasted situation.
- Prepares and documents Incident Action Plans (IAP’s) and incident maps, and gathers and disseminates information and intelligence critical to the incident.
- Prepare plans for the next operational period.
- Ask “What could, should, would happen?”
- What resources will likely be needed for the next activities?
- Include appropriate stakeholders in future planning.
- Support Operations, internally identify potential tasks.
- Prepare long term staffing plans to assure EOC personnel rotate effectively.

Planning Section Chief

- Only one Planning Section Chief for each operational period.
- Reports to the EOC Director.
- Oversees all incident-related data gathering and analysis regarding operations and resources.
- Develops alternatives for tactical operations.
- Conducts planning meetings.
- Prepares the Incident Action Plan (IAP) for each operational period.
- Generally, comes from the jurisdiction with primary incident responsibility.
- May have one or more deputies from other participating organizations.
- Expands the Planning Section into branches as necessary to maintain span of control such as Resources Unit, Situation Unit, Documentation Unit.

Information - The "Information" Unit is responsible for monitoring communications both internal and external for the EOC as well as working directly with the Director to monitor and drive priority issues.

- Owns Priority Issues through to completion, drives resolution and regularly updates the EOC Director on their progress.
- Becomes the primary answering point for general phone calls coming into the EOC.
- Monitors Social Media and the Internet for applicable information.
- Interfaces and supports SIT, provides updates to SIT on applicable radio, phone and internet traffic.

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

- Works with the Director to set update/briefing schedule.
- Collects incident intelligence by conducting regular EOC updates/briefings where each EOC staff member updates the SIT Representative with the most recent information.
- Compiles intelligence, displaying the most relevant information in a Situation Board in the EOC.
- Maintains paper or electronic trail of changes and updates, to include WEBEOC.
- Directly informs appropriate EOC staff of important developments impacting them.

Expeditor - The "Expeditor" is responsible for the core functions and administrative support of the EOC during EOC activation.

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

PIO - Public Information Officer is a member of the Command Staff

- EOC Director will assign the PIO.
- Interfaces with the public and media and/or other agencies.
- Monitors Information.
- Serves as the single PIO for the incident, whether single or unified command is established.

- Secures the approval of the Incident Command/Unified Command for all information released.
- Responsible for organizing any assistants assigned from other agencies for maximum efficiency.

Safety Officer - A member of the Command Staff

- EOC Director will assign a SO.
- Monitors incident operations.
- Serves as single Safety Officer for the incident, whether single or unified command is established.
- Advises the IC/UC on all matters relating to operational safety, and health and safety of responders.
- Responsible to the IC/UC for systems, procedures to assess hazardous environments, coordinate multi-agency safety efforts, implement safety measures, and ensure safety.
- Has emergency authority to stop and prevent unsafe acts.
- Coordinates closely with the Operation Section Chief and Planning Section Chief regarding operational safety.
- Responsible for organizing any assistant assigned from other agencies for maximum efficiency.
- NOTE: EACH AGENCY IS STILL RESPONSIBLE FOR THEIR OWN PROGRAMS AND PERSONAL SAFETY.

Liaison Officer – A member of the Command Staff

- EOC Director will assign an LO.
- Coordinates with representatives from assisting agencies at the Command Post.
- Responsible for organizing any assistants assigned from other agencies for maximum efficiency.

Emergency Support Functions (ESF), as titled by FEMA. Custer County OEM uses slightly different terminology, defined below:

- | | |
|----------------------------------|--|
| • ESF 1 – Transportation | • ESF 9 – Search & Rescue |
| • ESF 2 – Communications | • ESF 10 – Hazardous Materials |
| • ESF 3 – Public Works | • ESF 11 – Agriculture & Natural Resources |
| • ESF 4 – Firefighting | • ESF 12 – Utilities & Energy |
| • ESF 5 – Emergency Management | • ESF 13 – Law Enforcement |
| • ESF 6 – Mass Care | • ESF 14 – Community Recovery |
| • ESF 7 – Resource Management | • ESF 15 – External Affairs- PIO |
| • ESF 8 – Public Health Services | • ESF 16 – Economic Impact |

ESF 1: Transportation – Custer County Road and Bridge, Custer County School District, Rotary International

ESF 1 is designed to provide transportation support to assist in incident management. Functions include processing and coordinating requests for transportation support as directed under the EOP, and coordinating alternate transportation services.

ESF 2: Communications – Custer County Communications Center (Custer Central)

The scope of the ESF 2 Annex includes all technical aspects of communications required in support of the Custer County Emergency Operations Center (EOC) and all county agencies in response to an incident. Communications include telephone (911 and non-emergency, landline, and wireless), voice and data radio communications, computer LAN and internet communications, and public warning systems. The initial point of contact for many state and federal agencies that are dispatched by radio is provided by Custer Central.

ESF 3: Public Works – Custer County Road and Bridge, Round Mountain Water & Sanitation District, Town of Westcliffe, Town of Silver Cliff

ESF 3 is structured to provide public works coordination and support services in support of emergency events in Custer County. Activities within the scope of this function include conducting pre- and post-incident assessments of public works and infrastructure, and reporting damage, executing emergency contract support for life-saving and life-sustaining services, providing technical assistance. ESF 3 can provide personnel and resources to support prevention, preparedness, protection response, recovery and mitigation in support of the primary emergency management objectives. ESF 3 will evaluate infrastructure damage and coordinate emergency essentials within Custer County.

County Road & Bridge Concepts of Operations

- Maintaining designated major roads and streets and other designated routes of travel
- Assisting with heavy rescue
- Transportation
- Debris removal
- Inspection of damaged infrastructure, public and private, for safe occupancy
- Maintenance of vehicles and other essential equipment of the various departments and agencies
- Development of a plan of priorities to be used during the period of increased readiness that addresses the repair of vehicles and equipment
- Maintenance of a reserve supply of fuel, to serve as a resource for qualified equipment operators
- Additional needs as required

ESF 4: Firefighting – Wet Mountain Fire Protection District, Wetmore Volunteer Fire Dept., Rye Fire Protection District

ESF 4 supports and coordinates firefighting activities, including fire protection, mitigation, detection and suppression of fires within the towns and Custer County. It outlines provisions for personnel, equipment and supplies in support of agencies involved in firefighting operations. ESF addresses the specifics of urban firefighting. ESF 4 also provides for and assists in the coordination and utilization of interagency firefighting resources to combat wildland fire emergencies. Other ESF 4 agencies may be requested to provide mutual aid.

Firefighting Concepts of Operations (performed by Incident Command and supported by the EOC)

- Establish Incident Command in accordance with the Incident Management System and Unified Command.
- Upon responding to the scene implementation of established procedures for hazardous materials incidents if necessary.
- Establish operational control of fire and rescue operations.
- Conduct and coordinate evacuation as necessary.
- Conduct fire ground search and rescue operations.
- Assist in body recovery as needed or requested by the Coroner.
- Identify, secure, and manage other necessary resources.
- Utilize technical representatives and resources available from other agencies.
- Assignment of properly trained personnel to the tasks identified needed to bring the incident to a successful conclusion.
- Determine if proper staffing and equipment are on scene or needed to be brought to the scene.
- Provide a member to join the Unified Command Structure.
- Provide fire protection and the combating of fires.
- Decontamination.
- Additional needs as required.

ESF 5: Emergency Management - Custer County Office of Emergency Management

The response is progressive in nature beginning with the activation of the EOC at its lowest level. First actions will be taken at the local level with state and federal involvement as necessary to supplement local capabilities including the adoption of local declaration of emergency. Initial reports are the necessary basis for the Governor's decisions to declare a state of emergency and to request a Presidential Emergency or Disaster Declaration. Additionally, this situational awareness forms the basis for determining specific types and extent of assistance needed in the affected area.

Primary Agency: Custer County Office of Emergency Management

Support Agency: Custer County BoCC

The purpose of ESF 5 is to:

1. Collect and analyze situational awareness elements and disseminate that information on the nature, scope, and potential impacts of an incident or major disaster.
2. Use the information to support the Command Group, Logistics, and Operations in their impact assessment and response missions.
3. Identify and anticipate future needs and resource requirements, and incorporate this analysis into Incident Action Plans (IAP).

ESF 6: Mass Care – Custer County Public Health Agency, Custer County Medical Reserve Corps, Custer County Social Services, Custer County faith based organizations

ESF 6 provides overall coordination of shelter, feeding, disaster welfare information, distribution of emergency relief items, and other human services activities to support the unmet needs of the community in response to and recovery from a disaster.

ESF 7: Resource Management-- Custer County Office of Emergency Management, Custer County Finance Dept., Town of Westcliffe Finance, Town of Silver Cliff Finance

ESF 7 acquires the necessary resources to support disaster operations. Provide fiscal and logistical managerial support through timely and efficient acquisition and distribution of resources, purchasing, contracting, renting and leasing supplies and equipment. Provide coordination of the documentation of reimbursable expenditures as determined by the Custer County ESF 7 Resource Management Plan, Federal Emergency Management Agency (FEMA) and the State of Colorado.

ESF 8: Public Health Services – Custer County Public Health Agency, Sol Vista Behavioral Health, Custer County Coroner

Coordinates local response to public health needs, including medical, behavioral and environmental health issues for all-hazards incidents, and anticipates recovery support needs. ESF 8 has one overarching objective in a disaster -- assure the ongoing health of the community. This is achieved by ensuring the availability of adequate and appropriate healthcare, protecting the existing medical infrastructure so that it can continue to provide that care, and preventing exposure to harmful agents ranging from household hazardous wastes to pathogens.

Public Health Concepts of Operations

- Assesses and provides situational awareness relative to its domain.
- Public Health alerts and requests supporting organizations to provide a representative to the EOC, or to provide a representative who is immediately available to provide support either in person or remotely.
- Public Health and medical subject-matter experts from CCPHA and ESF 8 organizations are consulted as needed.
- CCPHA coordinates ESF 8 field response activities according to internal policies and procedures.
- ESF 8 is maintains representatives to rapidly deploy to the affected areas, emergency operations center, or other designed location in support of health and medical mission.
- ESF 8 is responsible for activating and supporting Custer County’s Mass Fatality Plan, as needed.
- Emergency medical care information and coordination.
- Emergency hospital treatment information and coordination.
- Medical support to shelters.
- Health advisories.
- Identification of local health facilities, including hospitals, clinics, dialysis centers, and nursing or rehabilitation centers, supplying and using medical and health items.
- Identification of special needs populations, including the elderly and very young and populations requiring specific life-saving services (e.g., dialysis or assistance with breathing).
- Emergency interment coordination.
- Inoculations for the prevention of disease.
- Sanitation.
- Additional needs as required.

ESF 8a: Emergency Medical Services – Custer County Emergency Medical Services (EMS)

ESF 8a coordinated actions necessary to provide emergency medical services during a disaster. ESF 8a works with local area hospitals, public health officials and CCEOC to coordinate the care and transportation of the sick and injured. In addition, ESF 8a coordinates EMS resources to acquire resources needed to manage the medical response to an incident.

Emergency Medical Services Concepts of Operations

- Locate a triage area and notify Incident Command of that location.
- EMS personnel will assist victims as required.
- Responding to the scene and establishing an EMS branch in coordination with the Incident Commander. Designated Supervisors and establishing appropriate Divisions/Groups (triage, treatment, transport, etc.)
- Declaring an MCI in conjunction with the Incident Commander to activate the MCI Plan.
- Establishing on-site Advanced Life Support consistent with region EMS and hospital plans and protocols.
- Establishing communication with hospitals regarding the number of incoming injured, severity of injuries, estimated time of arrival, and termination of patient flow.
- Keeping the Incident Commander informed of all operations.
- Maintaining all medical supplies and re-supply.
- Coordinating hospital destination for patients (transportation sector).
- Communicating and coordinating with the Coroner.
- Coordinating with health officials.
- Assist with on scene decontamination of victims prior to transport.
- Transport the initially decontaminated victims to a treatment center specified.
- Assisting with special needs evacuation.
- Additional needs as required.

ESF 9: Search and Rescue—Custer County Search and Rescue

The purpose of ESF 9 is to provide search and rescue coordination and support services in support of emergency events in Custer County. The ESF 9 coordinator directs all aspects of Search and Rescue during an incident, this may include wildland/wide area Search & Rescue as well as Urban Search & Rescue. Each municipality will be responsible for search and rescue operations within their respective jurisdictions. Custer County may provide mutual aid assistance upon request.

ESF 10: Hazardous Materials—Wet Mountain Fire Protection District, CSP & Mutual Aid

ESF 10 is responsible for providing hazardous materials coordination and support services in support of emergency events in Custer County. ESF 10 can provide personnel and resources to support prevention, preparedness, response, recovery and mitigation in support of the primary emergency management objectives. The ESF 10 Emergency Coordinator is appointed by the Custer County Board of County Commissioners as the county DERA and directs all aspects of ESF 10 resources and response. ESF 10 resources are used when individual agencies are overwhelmed and County Emergency Responders request additional hazardous materials assistance.

The Colorado State Patrol is the DERA along state highways, the fire chief in the incorporated Wet Mountain Fire Protection District and the sheriff in the outside the fire protection district, unless otherwise designated.

ESF 11: Agriculture and Natural Resources—CSU Extension, Custer County Animal Response Team

ESF 11 provides for coordination of response, mitigation and recovery efforts related to the food and water supply and natural resources. ESF 11 also determines Resource Conservation needs, including debris management, during a disaster. ESF 11 coordinates with Federal Lands, U.S. Forest Service, Bureau of Land Management and State Forest Services. ESF 11 coordinates the activities of Custer County Animal Response Team (CART) for pet and livestock evacuation and sheltering during a disaster.

ESF 12: Energy & Utilities - Sangre De Cristo Electric Association, Black Hills Energy, San Isabel Electric, Norup Gas, Mar-Gas, San Isabel Services, Ludvik, Rocky Mountains LP Gas, DeLuca Gas, Century Link, Secom and Hilltop Broadband

ESF 12 collect, evaluates, and shares information on energy and utility system damage and estimations on the impact of system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting conserving, building, distributing and managing energy systems and system components. ESF 12 is also responsible for working with regulatory bodies and providers of fuels for heating and transportation.

Energy and Utilities Concepts of Operations

- Advise status of utilities for public dissemination
- Provide temporary power as needed/requires
- Provide temporary emergency telephone services as needed
- Repair damaged utilities and restore essential services
- Additional needs as required

ESF 13: Law Enforcement—Custer County Sheriff’s Office, Custer County Sheriff’s Posse

ESF 13 provides a mechanism for coordinating and providing support to local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents of significance.

ESF 13 capabilities support incident management requirements including force and critical infrastructure protection, security planning and technical assistance, technology support and public safety in both pre-incident and post-incident situations. Generally, ESF 13 is activated in situations requiring extensive assistance to provide public safety and security and where local government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions and capabilities unique to Custer County.

Law Enforcement Concepts of Operations

- Establish initial Incident Command in accordance with the Incident Management System and Unified Command.
- Upon responding to the scene, the establishment of a perimeter.
- Control of flow of persons and traffic to secure the area.
- Initiate procedures for criminal investigation if warranted.
- Setting up main ingress and egress routes for the smooth flow of personnel and machinery.
- Establishing an inner and outer perimeter in conjunction with the Incident Commander.
- Carrying out evacuation orders.
- Assisting with rescue operations.
- Providing security at medical treatment sites if needed.
- Assisting with body recovery and identification as needed or requested by the Coroner.
- Provide a representative to join the Unified Command Structure.
- Assuming Incident Command, as appropriate, during the course of the incident.
- Maintaining law and order.
- Controlling traffic.
- Protecting vital installations.
- Controlling and limiting access to the scene of the disaster.
- Supplementing communications.
- Additional needs as required.

ESF 14: Community Recovery

ESF 14 is responsible for overall coordination of all Recovery related operations, as directed by the Incident Commander, Emergency Manager, or a person designated by either of those. ESF 14 performs damages assessments of affected areas. ESF 14 also works with local jurisdictions to acquire information and complete the damage assessment.

ESF 15: Public Information

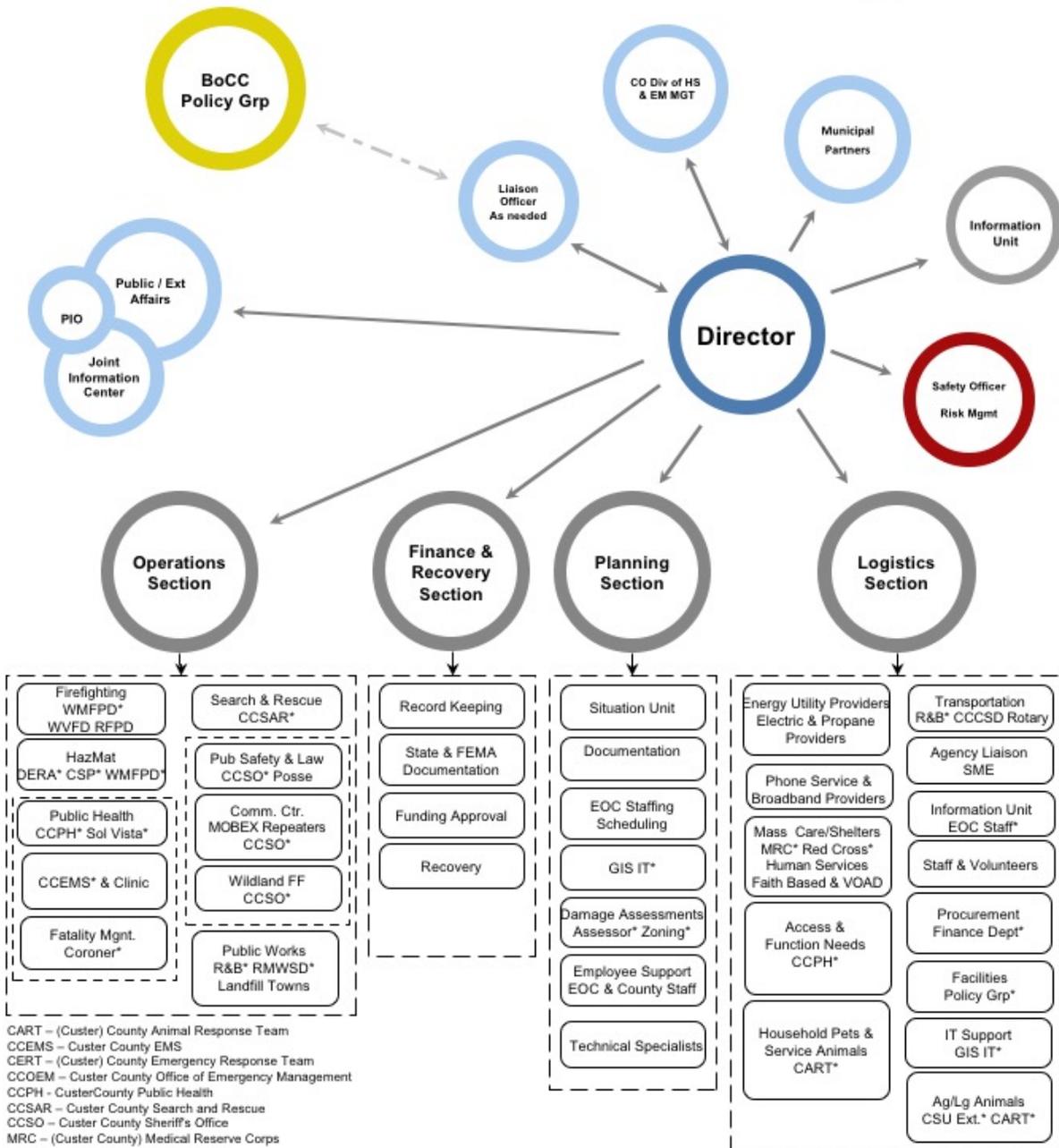
ESF 15 coordinates actions necessary to provide the required public information support to local incident management elements. This annex details the establishment of support positions to coordinate communications to various audiences, including press releases and social media postings. ESF 15 applies to all participating agencies, city and county departments, localities and enterprises that may require public affairs support or whose public affairs assets may be employed during a disaster.

ESF 16: Economic Impact— CoC, EDC, CART

ESF 16 coordinates actions necessary to support both the towns and county during a disaster from economic impacts both short term and long term. Stakeholders in the community include the 'Cliffs Action Revitalization Team and 'Cliffs Commercial District, the Custer County Chamber of Commerce and Custer County Economic Development Corporation. These assets may be leveraged during a disaster to provide both input and guidance to policy makers through the EOC liaison.

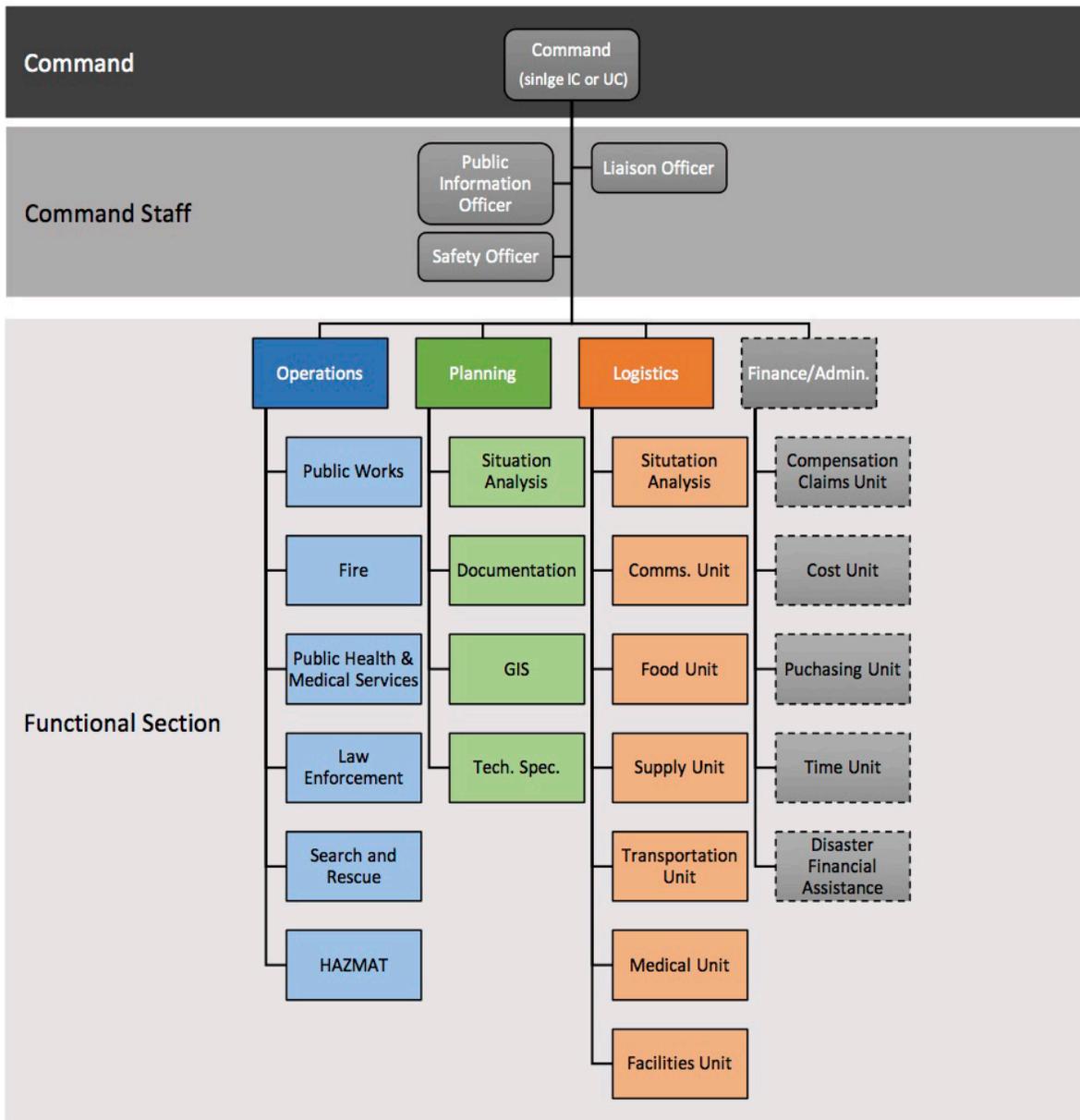
4. The EOC can be activated in support of field operations. Staffing patterns are designed to be flexible depending on the severity of the event and which type of organization is needed. Personnel may be re-assigned from their normal duties to support incidents, including emergencies, disasters, or planned events. The following organizational chart represents the EOC staffing structures that may be utilized. The following chart is modified from the defined FEMA ESF definitions to reflect local needs and organization:

Custer County Office of Emergency Management Emergency Operations Center Organization



CART – (Custer) County Animal Response Team
 CCEMS – Custer County EMS
 CERT – (Custer) County Emergency Response Team
 CCOEM – Custer County Office of Emergency Management
 CCPH – CusterCounty Public Health
 CCSAR – Custer County Search and Rescue
 CCSO – Custer County Sheriff's Office
 MRC – (Custer County) Medical Reserve Corps
 R&B – (Custer County) Road & Bridge
 RMWSD – Round Mountain Water and Sanitation District
 RFPD – Rye Fire Protection District
 SME – Subject Matter Experts
 WMFPD – Wet Mountain Fire Protection District
 WVFD – Wetmore Volunteer Fire Department

* Primary response agency, most likely to respond to the EOC.



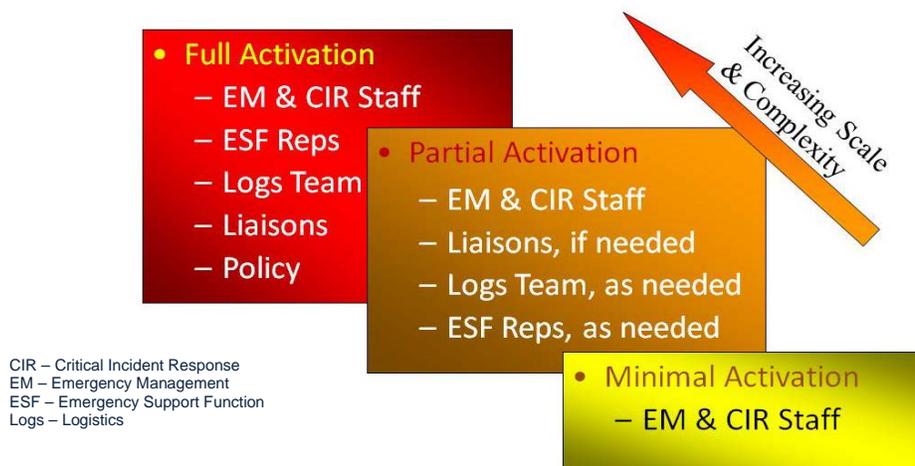
5. Most incidents that occur within Custer County are handled by the on-scene incident commander. The EOC is not activated. There are incidents when the EOC may be activated without the request of the incident commander, such as a widespread blizzard. Generally, the incident commander coordinates with the EOC for resources and additional support for the incident. For complex incidents or if requested, the Custer County Office of Emergency Management may send an EOC Liaison to the Incident Command Post or to the Area Command Post, to develop a communications channel to Command.
6. The Incident Commander is responsible for the command and control of all activities at the incident site. For a wildfire event that has exceeded the capability of the local fire protection district (FPD), the FPD's Chief or designee may request that the Custer County Sheriff's Office (CCSO) assume responsibility for the incident. For other non-wildfire incidents, emergencies or disasters, the first arriving emergency agency will assume command, develop safe zones, determine resource needs, and make resource requests through dispatch and through the EOC if activation of the EOC has occurred. Subsequently, Incident Command may be passed or delegated to the proper authority

having jurisdiction. An Area Command, using a Unified Command structure, may be established for a large or complex Custer County event. Examples where this is appropriate could be a blizzard situation or widespread flooding in a region of the county.

7. The EOC is generally responsible for coordination and control of all support outside of the Incident Command footprint, along with administrative and off-site functions. Resource requests will be coordinated through the EOC.
8. EOC activation may be requested by:
 - Office of Emergency Management Staff
 - Board of County Commissioners
 - Town Mayor
 - Wet Mountain Fire Chief
 - Wetmore Fire Chief
 - Custer County Sheriff or designee

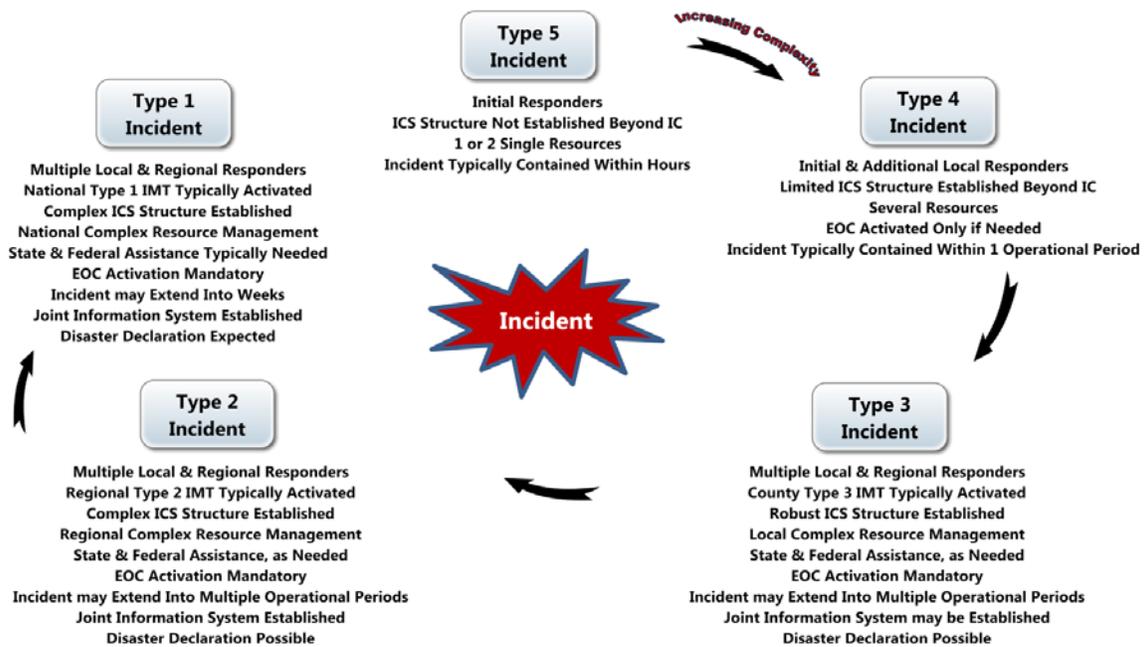
A request to activate will be approved and coordinated by the Emergency Management Director or designee.

9. If the size and scope of the incident warrants, the EOC will activate and operate at one of three levels; *Minimal*, *Partial* or *Full*. The EOC Manager or Director will determine the level of operation based on the situation assessment and best available information. The three activation levels are described in the diagram below:



E. Incident Typing

1. Utilizing a numbering system, NIMS/ICS establishes a scale to categorize the size, magnitude and overall complexity of an incident. On a scale of 1 through 5, with 1 being the most complex, the Office of Emergency Management will utilize these levels when assessing EOC activation, staffing needs and EOC goals and objectives.
2. The relationships below illustrate the complexity differences between incident types, and the need for EOC activation levels.



F. Unified Command

- During large incidents there may be multiple organizations with statutory authority to be in command, have operational control or share legal responsibilities. To increase efficiency and foster coordination, Unified Command should be applied to incidents involving multiple jurisdictions or agencies.
- A Unified Command is an authority structure in which the role of incident commander is shared by two or more individuals, each already having authority from a different agency and/or discipline. The individuals within Unified Command make joint decisions and speak as one voice.

G. Incident Management Team

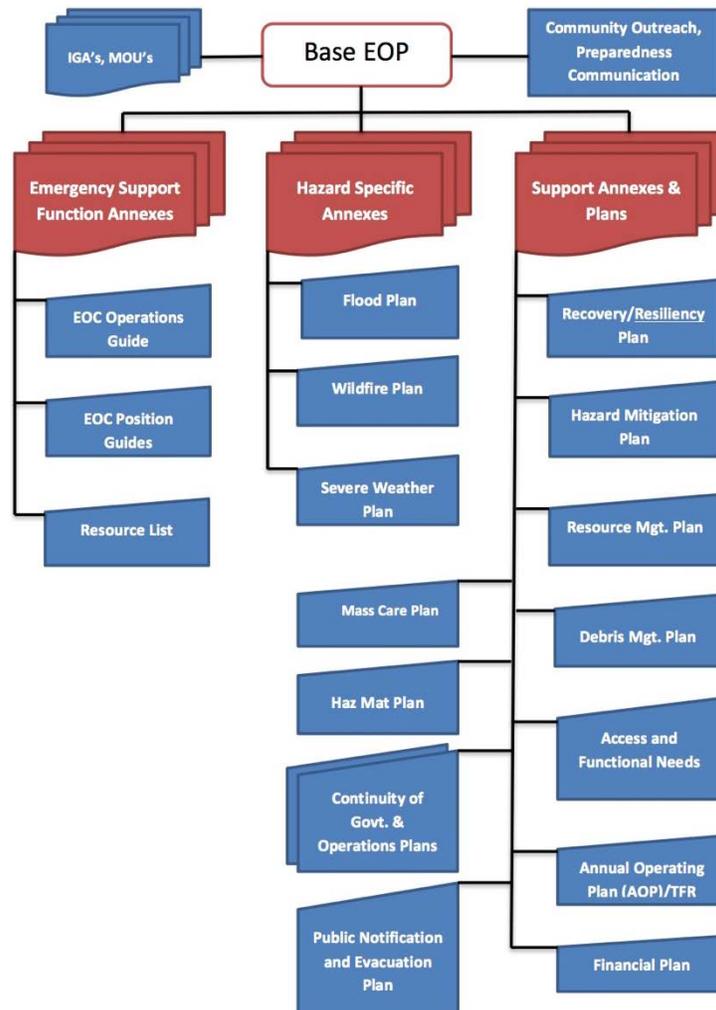
- Coordinated and activated through the Colorado Division of Homeland Security and Emergency Management (CDHSEM), the Type 3 Incident Management Team (IMT) provides overhead management of incident operations, operational coordination and support, and fiscal accountability for field-based operations during all-hazards events impacting Custer County.
- The CDHSEM Type 3 IMT may be empowered through a delegation of authority to function as the authorized agent of the Custer County Board of County Commissioners or the Custer County Sheriff's Office; as allowed through county, state, federal and agency cooperative agreements.

H. Annexes & Supporting Plans

1. While the base Emergency Operations Plan (EOP) serves as the foundation and legal basis for an emergency management program, much of the material pertaining to the actions taken to respond to disasters is located in Emergency Support Function (ESF), Hazard Specific, and Support Annexes. Additional guides and user aids also support the EOP.
2. Emergency Support Functions (ESFs) serve as primary coordinating structures and provide a mechanism to successfully support field operations and manage those issues that are external to the command footprint.

3. Support annexes describe the concept of operations, considerations and responsibilities that are pertinent to specialized actions or specific types of emergency operations.
4. Hazard specific plans address the unique aspects that require consideration for specific hazards or threats.

Support Annexes, Plans, Processes, Activities, Policies and Procedures:



The base EOP and the supporting annexes are not developed and updated simultaneously. Annexes are developed and implemented through coordination of lead and supporting agencies. New annexes will be approved and adopted by the Custer Emergency Services Council (CES). Existing annexes may be updated as often as needed to reflect lessons learned from trainings, exercises and real world events. Updates will be distributed to each agency identified within the annex.

The Recovery/Resiliency Plan, when developed, will incorporate components of the Debris, Hazard Mitigation, and Financial Plans, with a Damage Assessment Annex. It will also incorporate the activities of the Colorado Governor's Office and the Colorado Recovery Office.

The development, revision and implementation of ESF, Hazard Specific and Support Annexes are the responsibility of OEM to monitor and to support the lead agency or agencies.

5. **Training and Exercise Plan:** The OEM maintains and implements a three-year Training and Exercise Plan (TEP) to develop staff and volunteer capabilities (knowledge, skills and abilities), to test and evaluate plans and capabilities, therefore to provide a roadmap for continuous improvement of the emergency management program.

I. Plan Activation

Plan implementation and the subsequent supporting actions taken by Town and/or County government are specific to the emergency or disaster situation. The timely acquisition, assessment and reporting of reliable information gathered from the incident influence implementation. This plan is in effect for mitigation, preparedness, response, and recovery activities when emergencies or disasters occur or are imminent. The plan is activated when the Custer EOC is activated or a disaster declaration is executed.

1. Responsibility for the maintenance and regular updating of this plan rests with the CCOEM. Each participating organization will provide support and input for the appropriate annex as determined by the CCOEM. Each participating organization with a role in an emergency shall develop emergency operation plans in support of the Custer County EOP. These annexes and plans will indicate how the locality, agency, department or enterprise will implement its specific support to the Custer County EOP. Copies of these plans are to be submitted to the CCOEM and will be appendices to this EOP.
2. Each department will train staff members on their responsibility under the EOP and ensure they understand how they fit into the overall management of an emergency situation. The CCOEM will regularly test and review the EOP.

J. Disaster Declarations

1. The main purpose of declaring a disaster is to request resources beyond Custer County capability. By doing so, local government gains access to policies, procedures and agreements that are not necessarily available on a day-to-day basis. It is critical that these disaster policies, procedures and agreements be put in place before an incident impacts Custer County.
2. Pursuant to the Emergency Management Policy, and the Colorado Disaster Emergency Act, C.R.S. 24-33.5-709:
 - The principal executive officer of a political subdivision has the sole authority to declare a local disaster. It shall not be continued or renewed for a period in excess of seven days, except by or with consent of the governing board of the political subdivision.
 - A disaster declaration shall activate the response and recovery aspects of any and all applicable local emergency plans and to authorize the furnishing of aid and assistance under such plans.
 - Such declaration shall be given prompt and general publicity and shall be filed promptly with the County Clerk and Recorder, the municipal clerk or other authorized record keeping agency, and the Colorado Division of Homeland Security and Emergency Management (CDHSEM).
3. The Colorado Disaster Emergency Act (C.R.S. 24-33.5-701 et. seq.); provides the legal and procedural framework for preventing, preparing for, mitigating, responding to, and recovering from disasters in the state of Colorado. All disasters are local, meaning they originate within some county or municipal jurisdiction. Elected authorities are ultimately responsible for ensuring the safety and security of their citizens, and thus responding to disasters within their jurisdiction. When the disaster exceeds the capabilities of the local jurisdiction, they may call upon

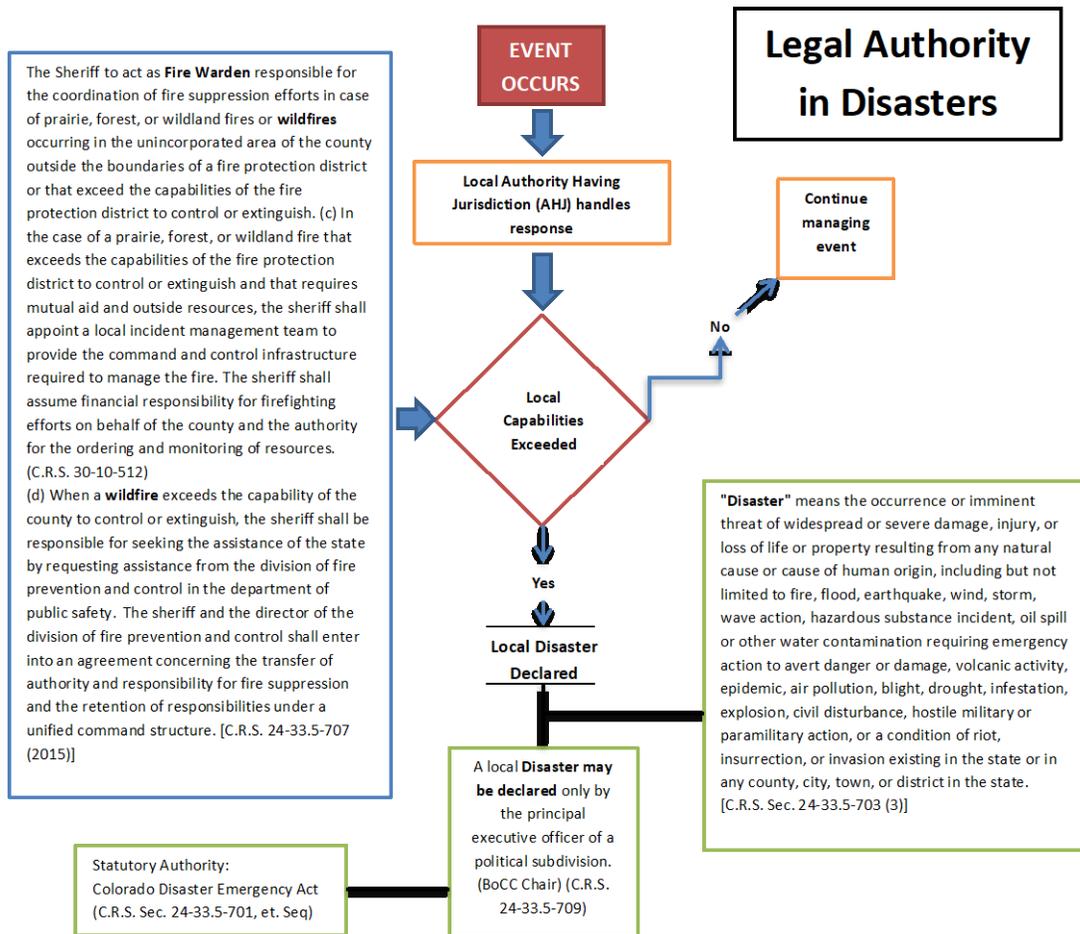
assistance from neighboring jurisdictions through a pre-arranged Mutual Aid Agreement (MAA). If the disaster is of such magnitude and complexity that it exhausts local capabilities, then according to C.R.S. 24-33.5-709, the “principal executive officer of a political subdivision” may declare a local disaster or emergency. A local disaster declaration is necessary before a jurisdiction may qualify for State emergency aid. If recognized by the Governor, then the combined resources of the State, including the National Guard, may be drawn upon to respond to the disaster. The Governor, in turn, may request additional resources from other states through the standing Emergency Management Assistance Compact (EMAC). If together these are still insufficient to deal with the disaster, then the Governor may issue a State emergency or disaster declaration requesting Federal aid. All requested State and Federal aid is directed to the disaster and placed at the disposal of the local Incident Commander. Once the disaster is contained and external resources no longer necessary, a second declaration must be issued terminating the disaster and cancelling any further outside aid.

4. If the disaster requires Federal assistance, the State, via the Governor’s request for a Presidential Disaster Declaration, will function as the primary coordination mechanism for requesting Federal assistance.
5. The Robert T. Stafford Act establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance. Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster.
6. Under a Stafford Act major disaster declaration, the local agency having jurisdiction (AHJ) is responsible for all initial payments, and then may submit reimbursement requests for the cost shared amount for *eligible* expenses. Typically, the federal government takes 75% of eligible expenses, leaving local governments with a cost share of 25% of eligible expenses plus 100% of the ineligible expenses. The State, at the Governor’s discretion, may share in the costs as well.
7. To be eligible for assistance under the Robert T. Stafford Act, local governments must first perform an initial damage assessment to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. This may require the coordination of the various municipal governments who will also perform their own damage assessments. When the information has been collected, it is provided to the EOC and then forwarded to the Colorado Division of Homeland Security and Emergency Management (CDHSEM). If warranted, State and Federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to further estimate the extent of the disaster and its impact to the community. FEMA uses this information to supplement the Governor’s request for Federal assistance.
8. The Fire Management Assistance Grant (FMAG) is a program within the Stafford Act that provides funds for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster. The FMAG declaration process is coordinated by the State Division of Fire Prevention and Control (DFPC). The grant program provides a 75% cost share, while the jurisdiction having authority pays the remaining 25%.
9. For non-wildfire incidents, the local agency having jurisdiction (AHJ) may request the Custer County EOC to activate per the Custer County EOP to provide logistics or other support, however, the responsibility to pay for all resource orders stays with the local AHJ. If the costs of the all-hazards incident exceed the local AHJ’s capability to pay, the AHJ must declare a disaster. A declaration of disaster by a local jurisdiction activates the Emergency Operations Plan (EOP) of that jurisdiction.

For this reason, it is important for each political subdivision, such as a special district, township, or municipality, to have an EOP adopted by the executive officers of the jurisdiction. If an all-hazards disaster escalates to the level of a federal Robert T. Stafford Act “major disaster” declaration, the AHJ is the only legal entity that FEMA will allow to request reimbursement for eligible expenses incurred within the geographic borders of that jurisdiction. A broader political entity is not allowed to submit reimbursement requests on behalf of expenses within a smaller or separate jurisdiction.

K. Delegation of Authority

1. Delegation of Authority is a statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibilities. The Delegation of Authority should include objectives, priorities, expectations, constraints, cost share arrangements, turn back goals and other considerations or guidelines as needed.
2. Many agencies require a written Delegation of Authority to be given to the Incident Commander prior to assuming command on larger incidents.
3. For a wildfire event that has exceeded the capability of the local fire protection district (FPD), the FPD’s Chief or designee may request that the Custer County Sheriff’s Office (CCSO) assume responsibility for the incident. If agreed, the Sheriff, or designee, and the FPD Chief, or designee, must sign a Delegation of Authority. It is possible to conduct a Delegation of Authority over the phone or radio with two representatives; in such circumstances both parties must officially sign the document as soon as possible.
4. Once the CCSO has assumed responsibility for the wildfire incident, CCSO shall assume financial responsibility for firefighting efforts and shall assign a local incident management team to provide the command and control infrastructure required to manage the wildfire (C.R.S 30-10-513).
5. When a wildfire exceeds the capability of the county to control or extinguish, CCSO, or designee, will seek the support of the State by requesting assistance from the Division of Fire Prevention and Control (DFPC), so that coordination of resource requests can be maintained. The EOC will be notified of any requests to maintain a common operating picture. If a transfer of authority and responsibility for fire suppression to DFPC is agreed upon, the Custer County Sheriff, or designee, and the Director of DFPC, or designee, shall sign a Delegation of Authority.
6. During an all-hazards disaster, Delegations of Authority are not executed and instead a disaster declaration is made through the Custer County Board of County Commissioners (BoCC). The political subdivision that is requesting assistance from the County or State; and resources provided and responsibilities assumed are made by agreement. The political subdivision of government never dissolves their legal statutory sovereignty and therefore continues to govern their town, city or special district.



(10) The Sheriff of each county shall:

- (a) Be the official responsible for coordination of all **search and rescue operations** within the sheriff's jurisdiction;
- (b) Make use of the search and rescue capability and resources available within the county and request assistance from the Office of Emergency Management only when and if the sheriff determines such additional assistance is required. (C.R.S. Sec. 24-33.5-707)

The Sheriff has the duty to **keep and preserve the peace**.
 Preserve Peace – Command Aid
 (C.R.S. 30-10-516)

Counties must maintain a disaster agency mandated by: C.R.S. Sec. 24-33.5-707 (2)

Custer County **Office of Emergency Management serves the entire county** unless otherwise provided by statute; municipalities with emergency management personnel. (C.R.S. Sec. 24-33.5-707)

Custer County **OEM shall cooperate with the disaster agencies of municipalities** situated within its borders but shall not have jurisdiction within a municipality having its own disaster agency. (C.R.S. Sec. 24033.5-707)

L. Joint Information System

1. For large incidents involving multiple organizations, a Joint Information System (JIS) may be implemented. The need for a JIS is identified by the AHJ, the BoCC, CCSO, and the EOC. A JIS is an information network of Public Information Officers (PIO) and support staff working together to deliver accurate and timely information to the public. The JIS integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations.
2. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies; and controlling inaccurate information that could undermine the incident response and recovery efforts.
3. A JIS is a cooperative effort and mirrors the Incident Command System which utilizes a unified command structure when responsibilities are shared. Each agency involved in a JIS retains their autonomy and continues to speak for itself.
4. Multiple public information units exist within Custer County government. The County Public Information Office and the Sheriff's Office Public Information Office work in a unified support structure when there are cross jurisdictional responsibilities; they integrate incident information and public affairs into a cohesive format to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations.
5. For an all-hazards incident, under the direction of the BoCC, the County Public Information Officer coordinates the information from the public information units within Human Services, Public Health, and Road and Bridge.

M. Advisory Committee – Custer Emergency Services/Local Emergency Preparedness Committee

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

- Emergency Plan development and review
- Hazard Mitigation Plan development and annual review
- Homeland Security project prioritization
- Community Outreach prioritization, activity and review
- Training and Exercise prioritization
- Program review and oversight
- Hazardous Materials program review

The advisory committee(s) may consist of the members of the Custer Emergency Services / Local Emergency Preparedness Committee (CES/LEPC), and/or other stakeholders and shall meet with a frequency determined by the Emergency Management Program Director to provide for regular input.

N. Multi-Agency Coordination

1. A key component of NIMS/ICS is the Multi-Agency Coordination System (MACS). As the name implies, MACS provides the structure to support incident management policies and priorities, facilitate logistics support and resource tracking, coordinate incident related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. MACS activities will typically be coordinated from the Custer County Office of Emergency Management.
2. The Custer County Multi Agency Coordination System (MACS) is comprised of five critical elements:
 - **Command** – *Develops field strategies and controls all of the on-scene resources needed to handle the emergency or disaster.*
 - **Emergency Operations Centers** – *Coordinates response and recovery elements that are not owned by command, provides resource coordination, maintains situational awareness, and shares information. These include the County, municipal, State and regional EOCs.*
 - **Communications Centers** – *Manages 911 calls, dispatches resources, initiate emergency notifications to the public.*
 - **Joint Information System** – *Coordinates emergency public information and media interaction.*
 - **Multi-Agency Coordination Group**- *Provides strategic guidance to support incident management activities, provides coordinated decision making and resource allocation among cooperating agencies, and harmonizes agency policies.*
3. Other entities within Custer County such as municipalities, utilities, and transportation groups may also have EOCs from which they direct their organization’s activities. In the event such multiple EOCs are activated, they are to coordinate and share information as appropriate.

O. Disaster Finance

1. The agency having jurisdiction is responsible for the cost of the incident.
2. A major disaster or emergency may require the expenditure of large sums of County funds. If the demands exceed available funds, upon prior approval by the BoCC, the County may make additional funds available from the Contingent Fund. If funds are insufficient, the BoCC may grant authorization to transfer and expend moneys appropriated for other purposes under a declared emergency or disaster.
3. Participating agencies, County departments and County enterprises are responsible for coordinating with the Finance Department in expending funds, maintaining appropriate documentation to support requests for reimbursement, submitting bills and closing out assignments in a timely manner.
4. Disaster finance procedures, as coordinated by the Custer County Finance Department, will be utilized to ensure the proper and efficient processes relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergencies or disasters.
5. Each County agency identified in the Plan is responsible for documenting all emergency or disaster related expenditures using the financial tracking and reporting protocol as directed by the County Finance Department. Each County department or enterprise must exercise proper oversight throughout the course of the incident to maintain logs, records, receipts, invoices, purchase orders,

rental agreements and all other applicable documentation.

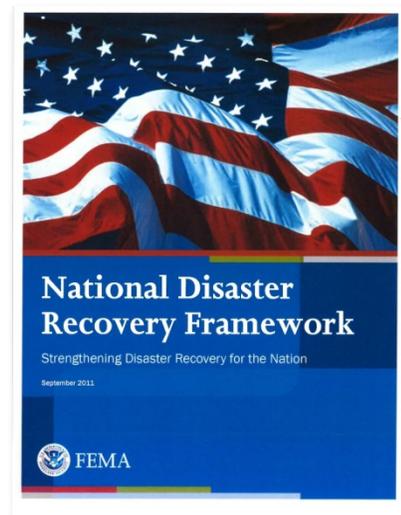
6. Affiliated agencies identified in the plan shall follow their own financial policies unless their actions result in the expenditure of County funds, in which case County financial policies shall be followed.

P. Logistics & Resource Mobilization

1. Resource mobilization is conducted in accordance with the Custer County Resource Management Plan. Resource management involves the integration of resources from County government, regional neighbors, volunteer organizations, private sector, and State and Federal governments. Key plan components include:

- **Logistics Resource List**
- **Pueblo Interagency Resource Ordering Protocol**
- **WebEOC Resource Status, Ordering and Tracking**
- **213RR Resource Requests Protocol**
- **EOC Logistics Team**
- **State Resource Mobilization Guide**
- **Contracts and Agreements (IGA's, MOU's, MOA's, etc...)**

2. Logistics protocol shall include the mechanisms and processes to obtain resources needed to support emergency operations involving people with access and functional needs.
3. Each agency participating in this EOP is responsible for complying with the resource ordering protocols implemented through the EOC.

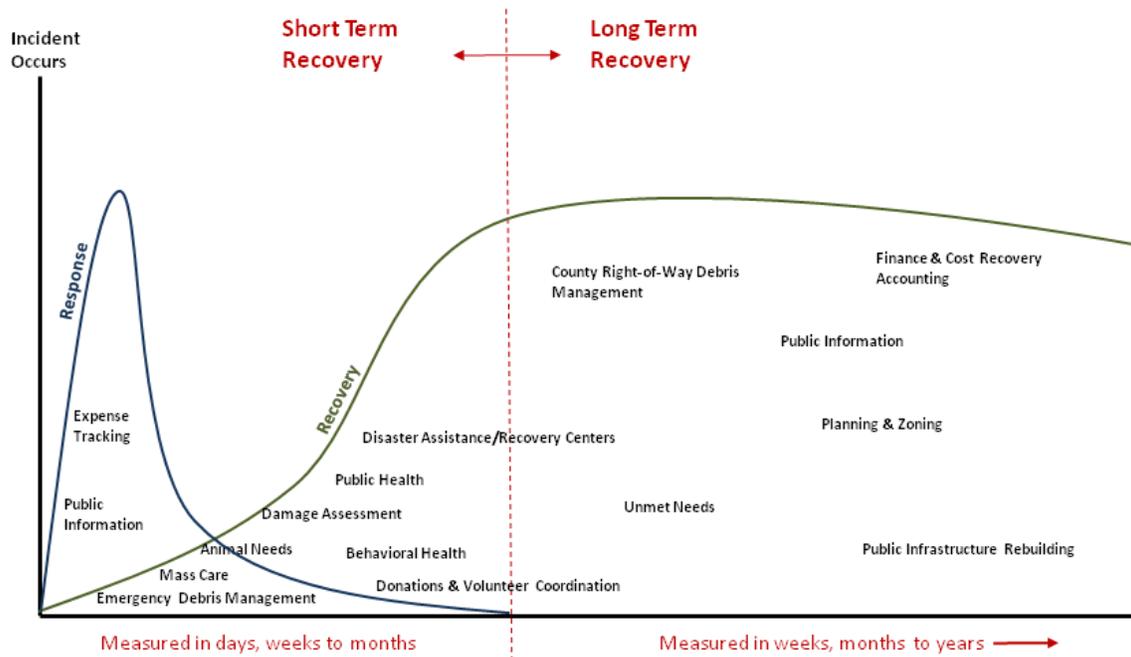


Q. Short Term Recovery

1. Short term recovery begins as the incident develops and will often have overlapping effects on response operations. Because of this, short term recovery concepts are covered in the EOP and are coordinated from the EOC. More in depth information can be found in the Recovery Plan (under development at the time of this Plan).
2. Short term recovery includes the following Recovery Support Functions (RSFs):
 - **Expense Tracking** – Focuses on the tracking of expenses incurred during the response to the incident.
 - **Public Information** – Coordinates between field operations and the County Public Information Office.
 - **Damage Assessment** – Identifies the scope and impacts to the community.
 - **Emergency Debris Management** – Focuses on emergency protective measures to provide for immediate life safety.
 - **Mass Care** – Revolves around meeting basic human needs.
 - **Animal Needs** – Takes into account both large and small animal needs.

- **Public Health** – Determines public health risks, impacts and mitigation measures.
- **Behavioral Health** – Provides crisis behavioral health support.
- **Donations & Volunteer Coordination** – Coordinates national, regional and local volunteer agencies to support donations and volunteer management.
- **Disaster Assistance/Recovery Center** – Coordinated with State and/or FEMA officials to provide a location for disaster victims to sign up for eligible disaster assistance.

Recovery Timeline



ROLES AND RESPONSIBILITIES (FOR DISASTER AND EMERGENCY SUPPORT)

A. General

All County agencies listed below in this Plan are responsible for:

- Understanding their agency's emergency responsibilities identified in the EOP and its supporting annexes/plans, and assigning personnel to perform those functions.
- Developing and maintaining internal policies, procedures, agreements and staffing patterns needed to meet their specific roles and responsibilities identified in the EOP and its supporting annexes/plans.
- Developing and implementing continuity of operations plans (COOP) to ensure that essential government services are provided to the public.
- Considering access and functional needs (AFN) issues so that emergency response and recovery actions support the needs of people with "access and functional needs", access and functional needs.
- When appropriate, and requested by the EOC Manager, providing a representative to the Emergency Operations Center (EOC) to coordinate their assigned Emergency Support Function (ESF).
- Keeping the Disaster Policy Group and EOC updated with key information relating to the response and recovery of the emergency or disaster situation.
- In conjunction with the lead Public Information Officer and the EOC, providing area expertise that is part of emergency public information.
- Providing personnel to attend EOC team meetings, trainings, and exercises, as appropriate.
- In conjunction with County disaster finance policies, maintaining records for all disaster/emergency-related expenses and submitting them to the Finance Office for tracking and disaster cost recovery.

B. Custer County Government

The Board of County Commissioners shall be available, and are responsible for:

- Approve and commit county resources for disaster or emergency purposes.
- Formally declare an emergency or disaster, issue any official orders and emergency declarations as needed and requested by the Custer County BoCC and the CCOEM Director to preserve and protect life and public safety.
- Approve emergency financial authorizations as requested.
- Authorize and approve post emergency or disaster recovery operations including acquisition of temporary facilities.
- Establish post emergency or disaster recovery timelines as necessary.
- Implement a broad-based public awareness, education and information program designed to reach all citizens of the county.
- Develop and maintain a comprehensive emergency management plan subject to state and federal criteria.
- Maintain an emergency management program at the county level involving all organizations which have responsibilities under the comprehensive emergency management system within the county.
- Implement the emergency powers of local government, as needed.
- The Board of of County Commissioners can delegate authority to the Emergency Management Director to act on their behalf in regards to emergency management.

The **Custer County Office of Emergency Management (CCOEM)** is also responsible for:

CCOEM is a full-time dedicated support element that advises various community organizations and agencies with responsibilities in disaster and falls under the Custer County BoCC. CCOEM is composed of one fulltime director and one part-time staffer, as budget allows. The agency also utilizes other agencies for personnel and volunteers in times of disaster and to conduct exercise and help in writing and reviewing plans.

CCOEM operates the EOC; which is maintained by Emergency Management personnel and utilized towards accomplishment of the office's mission. The CCOEM brings key players together in a concerted effort to prevent, prepare for, mitigate, respond to, and recover from major emergencies. It accomplishes these tasks by acting as a facilitator to the multitude of departments, independent agencies, and non-governmental organizations who have legal responsibility for certain elements.

CCOEM provides the means for command, control, and communications primarily through the procurement of recourse (equipment, teams, personnel, expertise) and the operation of facilities such as the EOC and mobile command units. During an incident, the CCOEM typically provides advice, technical or support to the on-scene Incident Commander and to other local agencies, organizations and facility operators that may have resources needs as a result of an emergency. CCOEM may also activate the EOC in a joint effort with local agencies to provide coordinated resource support if warranted.

Additionally, the CCOEM performs a number of other activities. These include:

- Notifying the State Warning Point and/or Emergency Operations Center of incidents within the county.
- Participating in hazards analysis within the county.
- Participating in various preparedness organizations.
- Establishing liaisons with towns, state, federal and emergency planning, response, and relief agencies.
- Ensuring proper operation of the County's public notification system.
- Reviewing plans of nursing homes, schools, and hospitals, as requested by and required by state statute.
- Developing/implementing the Comprehensive Emergency Plans.
- Coordinating the development of Emergency Support Function Plans in conjunction with each lead agency.
- Disseminating information on emergency preparedness to the public.
- Participating in State and Regional Emergency Management efforts.
- Making arrangements for state-level training to be brought to the area.
- Monitoring the county's compliance with applicable State and Federal Statutes.
- Coordinating the development and execution of county-wide exercises.
- Providing emergency management staff, when requested for mutual aid.
- Conducting exercise evaluation and monitoring of the implementation of recommended corrective actions.
- Coordinating with the multi-jurisdictional Public Information Office for media releases.
- Monitoring severe weather and other hazardous conditions.
- Maintaining and activating the EOC in coordination with county administration.
- Facilitating the response effort by virtue of requesting resources thorough mutual aid channels.
- Making recommendations to the County Commissioners for declaring of a local disaster.

- Identifying facilities for use as points of distribution, evacuation centers, shelters, and county staging areas.
- Facilitating information distribution to area relief and response agencies.
- Serving as liaison to state and federal agencies in response and recovery.
- Maintaining incident records.
- Supporting the Incident Command post by:
 - Activating the EOC if necessary.
 - Providing technical information and support.
 - Coordinating with appropriate agencies for opening of emergency shelters.
 - Directing local evacuations/reentry in coordination with the EOC.
 - Disseminating emergency information to the public.
 - Notifying State EOC of local disaster declarations and emergencies.
 - Activating mutual aid agreements with neighboring municipalities and counties.
 - Requesting outside assistance when needed through the State EOC.
 - Facilitating requests for resources made by local facilities to the EOC during area wide disasters.

The **Assessor's Office** is also responsible for:

- Inventorying and prorating all demolished and destroyed property to the date of destruction.
- Thoroughly acquainting the Emergency Manager with the resources of the Assessor's Office that may prove to be invaluable in a disaster.
 - Provide maps
 - Real property classifications
 - Property physical inventories
 - Structure diagrams and values
 - Site pictures
 - Property ownership records

The **County Administrative Assistant for the BoCC** is also responsible for:

- Providing representation as part of the Executive Policy Group, as appropriate.
- Direction and control of County departments before, during, and after the disaster or emergency.
- Coordinating emergency aid agreements with other involved jurisdictions as permitted by the Board of County Commissioners or their line of succession as dictated by County Policy.
- Determining additional representation from County departments/divisions as part of the Executive Policy Group, as appropriate.

The **County Attorney's Office** is also responsible for:

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

The **Clerk & Recorder's Office** is also responsible for:

- Assuring the safety and preservation of vital records necessary to maintain government continuity.

- Coordinating a system for citizens to replace lost documentation under the authority of the Clerk & Recorder's Office.
- Maintaining emergency plans for voter registration and elections.

The **County Public Health Director** is also responsible for:

Through the **Office of Emergency Management (OEM)**:

- Serving as a lead agency for the development and implementation of Emergency Support Function 6 – Mass Care & Human Services, in collaboration with Human Services and the Red Cross.
- Maintaining a county emergency management program dedicated to preparing for, responding to and recovering from disasters affecting the agencies, jurisdictions and citizens of Custer County.
- Ensuring the coordination and maintenance of the County EOP and supporting annexes, including the coordination of these plans with municipal emergency management offices.
- Coordinating the emergency support operations of governmental and support agencies during disaster response and recovery operations.
- Establishing the Emergency Operations Center and managing its operation.
- Apprising the BoCC of the overall preparedness of Custer County agencies' plans to respond to all types of disasters or emergencies.
- Creating situational awareness by informing Custer County officials, neighboring jurisdictions, and key partners of the emergency or disaster situation.
- Assisting the BoCC in seeking support from state and federal emergency resources to supplement Custer County efforts.
- Ensuring that the appropriate elected officials, department heads and support agencies are aware of the responsibilities herein.

Custer County Public Health is also responsible for:

- Serving as the lead agency in the development and implementation of Emergency Support Function 8 – Public Health and Medical Services, ESF 8a – Behavioral Health Services.
- Coordinating all County public health services and operations in incident planning, preparedness, response and recovery.
- Advising the BoCC and Board of Health, as appropriate, on matters relating to public health emergency response.
- Coordinating the inspection of water supplies, waste water systems, and regulated facilities; evaluating and recommending methods of disposal of contaminated foods and common household waste.
- Providing public health assistance to the affected community once residents are allowed to return to their homes.
- Providing public health information and risk communication with other County and municipal agencies.
- Providing appropriate assistance to ensure proper management and disposal of hazardous and radiological materials in addition to solid waste, coordinating with the Colorado Department of Public Health and Environment (CDPHE).
- Conducting epidemiological surveillance and outbreak investigations.
- Coordinating and advising with CDPHE, as appropriate, for public health emergency response initiatives and guidance.
- Coordinating damage assessments for private septic systems and private wells.

- Providing guidance and direction for Public Health safety issues relating to the handling and disposal of debris generated by fires, floods, tornadoes and other debris generating incidents.
- Providing guidance and direction for the Medical Reserve Corps and Behavioral Health.

The **County Road and Bridge Department** is responsible for:

- When appropriate, providing support for ESF 1 Transportation.
- Providing logistical and maintenance support for County owned equipment utilized during emergencies or disasters.
- Providing engineering support to Roads in assessing damage, providing emergency repair recommendations and identifying permanent repairs, as needed to County-owned property within the right-of-way.
- Serving as the lead agency for the development and implementation of Emergency Support Functions 1 and 3 – Transportation and Public Works.
- Coordinating debris management within Custer County right of way following a disaster or emergency.
- Providing emergency traffic control equipment and traffic control, including the establishment of emergency traffic routes.
- When available, providing heavy equipment for disaster response and recovery operations, or procuring such equipment from private or other sources.
- Communicating with municipal public works departments to determine the type and level of County Road & Bridge assistance able to be provided.

The **Coroner's Office** is also responsible for:

- Serving as the lead agency for the development and implementation of Emergency Support Function 8 - Fatalities Management, within the Public Health and Medical Services ESF.
- Advising the EOC on matters pertaining to the handling, disposition, and identification of the dead.
- Establishing morgue facilities and directing the identification of the dead.

The **CSU Extension Division** is also responsible for:

- As requested, coordinating volunteers through the 4-H program for large animal care and emergency animal shelters established at the Custer County Fairgrounds.
- Providing advice and guidance to owners/operators of farms, ranches, gardens, and other agricultural facilities regarding the short- and long-term effects of the emergency or disaster.
- Identifying pests or pathogen on plants that are required to be quarantined by USDA APHIS.
- Providing expertise and emergency public information support for horticultural and pest management issues.
- When appropriate, providing recovery assistance to disaster victims for family budgeting and finance management.

Through the **Wet Mountain Valley Saddle Club & Fair Board**:

- Providing coordination in collaboration with all County departments for disasters impacting WMVSC and fairgrounds lands.
- Determining damage assessments for WMVSC and fairground(s).
- Coordinating volunteers through the WMVSC and Fair Board.
- Coordinate the use of equipment, facilities, and other resources under the management of WMVSC and Fair Board.

- Provide facilities for emergency sheltering of livestock and large animals at the County Fairgrounds.
- When available, provide County fairgrounds facilities for the emergency sheltering of people.
- Collaborate with law enforcement and emergency management people for the closure of county fairground facilities.

The **Designated Emergency Response Authority – Hazardous Materials Response** is responsible for:

- Coordinating hazardous materials responses within the unincorporated portions of Custer County, as the Designated Emergency Response Authority (DERA) for Custer County, in support of the local fire districts and small municipalities.
- Conducting and coordinating training for the Custer County Hazardous Materials Team.
- Coordinating hazardous materials responses with other local, state and regional fire districts and law enforcement agencies in response to requests for assistance.
- Participating in the Local Emergency Planning Commission – a function which is required by SARA Title III Federal Regulations. The regulations implementing SARA Title III are codified in Title 40 of the Code of Federal Regulations, parts 350 through 372.
- Maintaining and distributing Tier II data, (in the OEM) as required by SARA Title III Regulations.
- Coordinating county hazardous materials team participation with local, state and federal agencies during training exercises.
- Conducting training with local fire districts and other agencies to enhance initial hazmat response capabilities.
- Conducting site visits of county Tier II facilities and local industry to plan for safer coordinated response to incidents in those facilities.

The **District Attorney’s Office** is also responsible for:

- Providing representation as appropriate.
- Working with law enforcement and the fire service to assist in an advisory role for investigation when requested
- Working with law enforcement to determine whether criminal conduct occurred in a specific disaster or emergency.
- Coordinating with local emergency responders to assist with investigations.
- Coordinating with other state and federal officials on investigations and potential filing of criminal charges.

Facilities Management is responsible for:

Through the **Office of Emergency Management (OEM)**:

- Coordinating logistics for response and recovery efforts for County owned facilities.
- Coordinating office/conference room space for external emergency response team, i.e.; IMT, FEMA, Small Business Administration, etc.
- Coordinating environmental assessments and remediation efforts for County owned facilities impacted by the incident.
- Coordinating FEMA reimbursement costs for damages sustained to County owned facilities with the Finance & IT Department.
- Coordinating the utilization of personnel under its management for emergency response and recovery efforts needing trades expertise, i.e.; mechanical, electrical, plumbing, etc.

The **GIS/Information Technology Division** is also responsible for:

- Assuring that County information technology capabilities are maintained during an emergency or disaster and restoring service if the networks are damaged.
- Providing GIS support (GIS data and Aerial/Satellite Imagery) to the EOC.
- Assisting in maintaining the uninterrupted continuous operation of County and provider communications systems.

The **HR/Finance Division** is responsible for:

- Providing support for County employees and their families impacted by the disaster.
- Providing information to County employees and their families on available benefits to include assistance with medical insurance claims and access to counseling services.

The **Finance Division** is also responsible for:

- Providing emergency procedures for purchasing supplies and/or equipment necessary for response and recovery operations in the disaster or emergency situation.
- Maintaining detailed financial records of all incident costs accrued during an emergency or disaster.
- Coordinating the preparation of reports for state and federal reimbursements for the State and FEMA.
- Providing County financial information to state and federal governments for emergency and recovery disaster relief, and future reimbursement.
- Coordinating with the elected officials, appointed officials, and department heads on disaster fiscal policy, records, and expenditures.
- Collecting damage assessment data of County-owned property for the purposes of coordinating insurance claims, and reporting for FEMA and State documentation.
- Providing guidance regarding fund usage during emergencies as needed.
- Assuring the appropriate use of budget supplemental as to not hinder emergency needs and expenditures.
- Identifying County funding limits recommending state and/or federal assistance.

The **Human Resources Department** is also responsible for:

- Coordinating workers' compensation claims with third party administrator, county departments and injured employees.
- Coordinating with Public Information Office to provide messaging to County employees regarding the impacts to County workers.
- Recruiting and hiring temporary workers for emergency related employment.
- Providing direction and guidance for the development and implementation of disaster employment related policies.

The Department of **Human Services** is also responsible for:

- When available, providing referral services to assist disaster victims with unmet needs.
- Providing referral services for crisis-oriented mental health services during and after the emergency or disaster.
- In coordination and conjunction with the State Donations & Volunteer Coordination Team (DVCT), assisting with disaster donations and volunteer management.
- As appropriate, coordinating Human Services staffing support for disaster assistance centers established within Custer County.

- Coordinating with Colorado Department of Human Services (CDHS) for disaster and/or emergency assistance funds.
- Through its **Assistance Programs**:
 - Coordinating with non-profit organizations for the referral and provision of temporary housing assistance and other adult and family assistance for disaster victims.

The **Landfill Division**:

- Coordinating acceptance/refusal of hazardous materials through the Custer County Waste Facility.
- When appropriate, providing for management of contaminants such as spoiled food, portable restrooms, and trash receptacles.
- Ensuring continued environmental compliance with local, state, and federal regulations during emergency operations.

The **Justice Services Division**:

- Coordinating volunteer services available to assist in disaster recovery operations through its useful public service programs.

The **Planning and Zoning Department** is also responsible for:

- Determining the extent and type of building damage, including any use restrictions and whether services can be restored.
- Monitoring rebuilding in the recovery phase, coordinating with utility providers for the safe reconnection of utility services.
- Providing building permitting guidance and direction.
- Providing guidance and direction regarding the selection of building sites, fire resistant construction techniques and wildland fire mitigation action recommendations, (in cooperation with the OEM).
- Providing guidance and direction regarding disaster and post-disaster temporary land use issues:
 - Land use codes
 - Land development
 - Building permitting
 - Temporary housing
 - Debris drop-off sites
 - Temporary/expedited administrative permitting process
- Providing guidance and direction for the transition from temporary land use issues to long term recovery.

The **Public Information Office(r)** is also responsible for:

- Assisting incident PIO lead to get the latest information from the scene to those within the EOC (other departments working the incident) so they can adjust their services as needed.
- Coordinating with EOC in support of BoCC Policy Group in the development of accurate, consistent and BoCC approved messaging.
- Providing a central place from which to distribute public information by establishing and coordinating a joint information center for county departments working the incident.
- Disseminating emergent and pertinent (need to know) details to the public on evacuations, closures, process, etc. through county public communications channels.

- Communicating to county employees regarding impacts to county government, closures or special work instructions.
- Responding to media requests and providing them with pertinent information that the incident PIO may not have been able to get to.
- Serving as the communications lead for the Recovery Coordinator to establish a main communication source through which all disaster recovery public information will flow.
- During disaster recovery, ensuring a single source for information relating to services available to assist those impacted by the disaster.

The **Recovery Section** is responsible for:

Through the **Office of Emergency Management (OEM)**:

- Coordinating County Road and Bridge, Finance Department, and other appropriate County departments for disaster debris removal, damage assessment, documentation, financial processes and documentation, recovery grant applications and administration, interaction with the CDHSEM, FEMA; and county military bases, municipalities, special districts and utilities.
- In conjunction with the Assessor's Office and other appropriate offices, serving as a lead agency for the development and implementation of Emergency Support Function 14 – Recovery, Damage Assessment.

The **Sheriff's Office** is also responsible for:

Through the **Communications Center**:

- Providing communications support for agencies dispatched using voice over radio, phone, paging, messaging and text messaging.
- Notifying appropriate personnel of emergency and disaster events occurring in Custer County.
- Sharing disaster information coming in from the public with the Emergency Operations Center.
- With direction from field Incident Command, the County Office of Emergency Management, and/or the Patrol Division, **activating the emergency notification system for the purposes of warning and/or notifying the public of an emergency or disaster.**
- Working collaboratively with El Paso Teller 911, Colorado Springs Emergency Dispatch, Public Works Department Dispatch, and other county dispatch centers, for cellular and phone emergency notifications, situational status updates, and initial call taking for citizen emergencies.

Through its **Law Enforcement Bureau**:

- Coordinating the Patrol Division operations.
- Coordinating the Criminal Investigation Division
- Implementing appropriate on-scene policies, procedures in accordance with NIMS guidelines and principles.
- Identifying actions to be taken to protect people (including those with access and functional needs), property, and the environment.
- Establishing and maintaining law and order.
- Controlling access to and traffic around, the area affected by any disaster or emergency.
- Initiating the evacuation of persons who are, or might be, threatened by an imminent disaster or emergency. When necessary, coordinating with incident command and the Dispatch 911 Center for the activation of the emergency notification system.
- Enforcing quarantines and evacuations as appropriate.

- Enforcing Evacuation areas as appropriate.
- Initiating the evacuation of persons who are, or might be, threatened by an imminent disaster or emergency.
- When necessary, coordinating with incident command and the Communications Center for the activation of the emergency notification system.

Through its **Fire Marshall:**

- Administering and coordinating the Fire Investigations Unit.
- Serving as the agency for County wildland firefighting, wildland fire mitigation, and serving as the lead agency for lands not located within an existing fire protection service agency. (Colorado Revised Statutes, C.R.S. 30-10-513, Wildland Fire Authority)
- Coordinating aviation resource availability and response.
- Ensuring coordination with the Colorado Division of Fire Prevention and Control (CDFPC) for the determination of eligibility for Emergency Fire Funds (EFF) and Wildfire Emergency Response Funds (WERF).
- Serving as agency representative to Type 1 and 2 Incident Management Teams that are brought in to manage incidents impacting Custer County.
- Monitoring the continuum of incident complexity to ensure the appropriate delegation of authorities and assumptions of control are implemented and returned.
- Updating and implementing the County's Annual Operating Plan (AOP) and the EFF.
- Providing technical assistance for the development and implementation of Community Wildfire Protection Plans (CWPP).
- Coordinating and monitoring fire danger conditions, and the need for fire restrictions and bans.
- Providing public information on fire restrictions and bans.
- Providing agency representation for the development of cooperative fire protection agreements.

Through its **Custer County Search & Rescue:**

- Administering and coordinating the Custer County Search and Rescue Team.
- Coordinating outside mutual aid resources, CSRB, CONG & Air Ambulance.

Through its **Public Information Unit:**

- Coordinating emergency public information with field operations, Custer County PIO, the EOC and elements established within the Joint Information System.
- Providing public information utilizing social media sites.

The **Treasurer's Office** is also responsible for:

- Assuring the safety and preservation of vital financial records necessary to maintain government continuity.

The **Veteran Services Division:**

- When appropriate, assisting veterans in their request to replace destroyed personal Veterans Administration documents and/or DD 214's.

C. Municipalities

There are two official municipalities within Custer County, the Town of Westcliffe and the Town of Silver Cliff. Each is an independent jurisdictional government responsible for prevention, preparedness, response, recovery, and mitigation within the town limits. Each municipal jurisdiction lies within the

Wet Mountain Fire Protection District (WMFPD). WMFPD responds to fires in both towns and to unincorporated areas around the towns. Wetmore is an incorporated community in the northeast corner of the county. The Wetmore Volunteer Fire Dept. responds to fires in Wetmore and the surrounding areas, with mutual aid from Florence and Beulah. All local law enforcement related issues are handled by the Custer County Sheriff's Office.

Westcliffe and Silver Cliff each maintain an array of critical infrastructure such as government buildings, maintenance facilities. Westcliffe and Silver Cliff each rely on the Round Mountain Water & Sanitation District for all water treatment needs.

Each municipality is an independent jurisdictional government and the actions pertaining to each are not directed, controlled, or financed by Custer County. With that said, CCOEM is the community's recognized established Emergency Management Agency. In that capacity, CCOEM maintains a close working relationship with both municipalities and helps to coordinate efforts pertaining to emergency management, while respecting the individual authority of each unit of government. This is accomplished in joint coordination through such means as information sharing, exercising, and training opportunities, participation in local preparedness organizations, specific meetings, or workshops

During a disaster, CCOEM serves as the liaison between each municipality and the Colorado Division of Homeland Security and Emergency Management. Each municipality, therefore, must provide situational awareness and updates to CCOEM, or the EOC if operational, in order to be consolidated into a community-wide situation report. Additionally, this means once the resources of a municipality are either expended or overwhelmed, as well as the mutual aid assistance, any requests to the State for resources (teams, personnel, equipment, etc.) must be channeled through the CCOEM to the State of Colorado. Any expenses incurred from resource requests made by the municipalities remains the responsibility of the municipality. Additionally, all fiscal management, data tracking, personnel time, expenses, and the request for reimbursement from state or federal, etc. is also the responsibility of each municipality.

Responsibilities of the municipalities include, but are not limited to the following:

- Each municipality is responsible for the provision and execution of all jurisdictional authority and responsibilities.
- Each municipality is responsible for providing a liaison within one hour to the Custer County Emergency Operation Center (EOC), once activated. The EOC location is 710 Rosita Ave. Westcliffe (Search and Rescue building), unless circumstances require a different EOC location. The change will be noted at the dispatch center.
- Each municipality is responsible for providing situational updates through the liaison at the EOC.
- Each Municipality is responsible for formally declaring an emergency or disaster; issuing any official orders and emergency declarations as needed and requested by the principal executive officer of the locality, or the OEM Director, to preserve and protect life and public safety for their jurisdictions as needed.
- Provide resources and other support during an incident. Operations conducted during an incident will be coordinated through the EOC.
- Each municipality will appoint one town board member to serve on the Custer Emergency Services Council (CES) and that member will commit to attend regular CES meetings.

D. Citizens of Custer County

Each level of government conducts efforts on behalf of the citizens of Custer County to prevent emergencies, and to prepare for, mitigate, respond to and recover from those incidents that happen to occur. However, each member of the community is a stakeholder in the process, and as such has

certain personal responsibilities that contribute to the community's ability to handle emergencies. Some of these responsibilities are detailed below.

- Prevention:
 - Maintaining situational awareness
 - Reporting suspicious activities, or potentially hazardous conditions to local authorities
 - Following local and state laws enacted to avoid emergencies
 - Removing and properly disposing of hazards that may exist on personal property
- Preparedness:
 - Participating in community training such as First Aid, CPR, EMR, and CERT in order to sustain life until help arrives
 - Taking steps to educate each member of the family on the hazards faced in Custer County and the actions to help prepare for each hazard
 - Creating a family plan in case of emergency or disaster
 - Preparing emergency kits able to sustain each member for at least 3 days
 - Taking actions to plan/save for additional personal expenses that may occur as result of extended evacuations or dislocations
 - Being familiar with local evacuation routes, emergency numbers, fire escape plans, shelter-in-place plans, etc.
 - Monitoring local media, including local television channels, and radio used to disseminate emergency information, to include websites and social media.
 - Facilitating the preparedness of friends and neighbors
 - Provide constructive input into emergency management process, either individually or through involvement with various local preparedness organizations
 - Joining volunteer response organizations, if able, such as local fire departments, Search and Rescue, Community Emergency Response Team (CERT), Medical Reserve Corps (MRS), Wet Mountain Fire Auxiliary or other numerous volunteer organizations in Custer County
- Response:
 - Helping to the level trained, or obtaining help for those in need
 - Taking action to mitigate an emergency, if able, or calling for assistance
 - Following threat-specific recommendations or mandates (evacuations, shelter-in-place orders, etc.)
 - Taking actions necessary to ensure personal safety
- Recovery:
 - Taking actions necessary to facilitate personal recovery. Such as making repairs, cleaning up debris, determining a perusal plan of action for individual recovery.
 - Reporting needs, or available resources to the Custer County Emergency Management Director, or EOC if activated
 - Reaching out to those in need through individual action, church groups, or volunteer organizations
- Mitigation
 - Removing potentially hazardous conditions before an emergency develops
 - Determining and implementing actions that can be taken to reduce the potential for personal loss due to hazards. Such as smoke detectors, homeowner's insurance, crop insurance, remove debris from ditches on personal property, factoring mitigation into new construction, landscaping with fire resistance, drought resistant plants, or cold-resistant species of plants, following fire mitigation recommendations in Wildland Interface housing areas, etc.

E. Affiliated Agencies

Volunteer Organizations Active in Disasters (VOAD) is responsible for:

- Coordinating VOAD member agencies for the provision of disaster volunteer services.
- Keeping VOAD member agencies informed of disaster situation and possible resource needs.
- Coordinating disaster volunteer information with the State Donations & Volunteer Coordination Team (DVCT).
- Non-Governmental Agencies (NGO)

The **Emergency Medical Service Organizations** are responsible for:

- Providing all regularly assigned functions relating to emergency medical services to minimize the loss of life due to the disaster or emergency situation.
- Coordinating and communicating with local and regional hospitals on the status of patient bed-count and overall emergency medical service capability.
- Providing emergency medical transportation to hospitals or other designated treatment facilities.
- Providing emergency triage sites.
- Providing Alternate Care Sites coordinating with Custer County Health and possible staffing with the Medical Reserve Corps.
- When appropriate, providing a representative to the EOC.
- Providing resources from the Medical Reserve Corps.

Fire Departments & Districts are responsible for:

- Providing all regularly assigned functions relating to fire control and prevention to minimize the loss of life and property due to the disaster, emergency or incident situation.
- Establishing an Incident Command Post; or supplying a representative to an already established Incident Command Post or to an Area Command Post; or providing representation for a Unified Command Post in an incident, emergency or disaster situation.
- Providing a discipline representative to the EOC.
- Directing decontamination efforts in collaboration with other agencies and the DERA.
- Conducting the response to, and containment of, hazardous materials incidents in collaboration with the DERA.
- Requesting the activation of the County EOC if warranted.

Custer County Hospital District are responsible for:

- Establishing Clinic Incident Command if affected.
- Maintaining communications with external agencies through County Dispatch centers and Local or County Emergency Managers.
- Updating bed availability when queried, keeping divert status current, providing updated information to all EMS responders and transport agencies.
- Providing treatment of all patients at the clinic.
- Providing decontamination for patients as necessary.
- Providing clinic representative to the EOC if requested.
- Following emergency declaration procedures as outlined by State and Federal guidelines.

Custer County Public School Districts are responsible for:

- Developing school and district emergency plans, exercising plans and providing for collaborative interaction with Public Health, OEM, and first responder Fire, EMS and Police agencies.
- When available, providing public transportation assistance through their bus fleets.
- When available, providing use of school facilities for disaster response and recovery operations.

Municipal Offices are responsible for:

- Pursuant to C.R.S. 24-33.5-707(9), preparing and keeping current a local disaster emergency plan that serves the municipality.
- Coordinating local emergency operations plans with County Emergency Management.
- Creating situational awareness by coordinating warnings and notifications that result in the activation of emergency operations centers with County Emergency Management and appropriate neighboring jurisdictions.
- When local capabilities are exceeded, coordinating resource requests through the County Emergency Operations Center.
- Considering access and functional needs issues so that emergency response and recovery actions support the needs of people with “access and functional needs.”
- As consistent with state and local mutual aid agreements, providing mutual aid, as available.

F. State & Federal Agencies

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

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

The **Federal Government** is responsible for:

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

REFERENCES

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

Colorado Revised Statute §29-22-102, Designated Emergency Response Authority

Colorado Revised Statutes §30-10-513, Wildland Fire Authority

Colorado Division of Homeland Security & Emergency Management (CDHSEM)

Colorado Division of Fire Prevention and Control

Colorado Governor's Recovery Office

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

Colorado State Emergency Operations Plan

Custer County Board of County Commissioners Resolution No. 14-369A

Custer County Board of County Commissioners Resolution No. 14-446

Custer County Board of County Commissioners Resolution No. 15-333

Custer County Hazard Mitigation Plan, 2015

Homeland Security Presidential Directive (HSPD)-5: Management of Domestic Incidents

National Disaster Recovery Framework (NDRF)

National Incident Management System (NIMS)

National Response Framework (NRF)

Presidential Policy Directive / PPD-8, National Preparedness

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

Glossary, Acronyms, and Terms

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

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

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

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

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

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

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

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

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

Director: The Incident Command System title for individuals responsible for supervision of a Branch.

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

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

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

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

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

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

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

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

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

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

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

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between Branches and Resources in the Operations Section. See Division.

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

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

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

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

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

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

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

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

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

Incident Objectives: Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident

objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

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

Initial Response: Resources initially committed to an incident.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Planning Meeting: A meeting held as needed before and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support

planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

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

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

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

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

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

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

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

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

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

Publications Management: Subsystem used to manage the development, publication control, publication supply, and distribution of NIMS materials.

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

Resource Management: Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource

management under NIMS includes mutual aid and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Supervisor: The Incident Command System title for an individual responsible for a Division or Group.

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

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

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

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

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

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

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

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

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

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

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

Unified Area Command: Command system established when incidents under an Area Command are multijurisdictional. See Area Command.

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

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

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

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

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

B. Disaster / Emergency Declaration Template

Disaster / Emergency Declaration

WHEREAS, Custer County is experiencing _____

WHEREAS, this has affected/will impact _____;

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

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

DATED, THIS ____ DAY OF _____, 20__.

COUNTY OF CUSTER COUNTY
STATE OF COLORADO

By _____
Chair
Board of County Commissioners

Attest:

County Clerk

Date: _____

C. DELEGATION OF AUTHORITY (DoA) Templates

Sample DoA for Wildland Fire:

DELEGATION OF AUTHORITY

___(Incident Name)_ **Wildland Fire**

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

- Provide for public and firefighter safety and protect all structures at all identified sites. Public and First Responder safety is your number one priority.
- Protect critical infrastructure. This includes _____.
- Work in coordination with the Custer County Sheriff's Office and the Custer County Office of Emergency Management to prepare and execute evacuations plans as needed.
- Follow the policy for national work/rest guidelines for all incident personnel. Shift lengths will conform to national policy with exceptions documented.
- Night time operations are not constrained provided that you follow the risk assessment process to manage the risk and weigh the benefits of conducting two operational periods per day.

Finance consideration will be coordinated with the Chief Financial Officer of Custer County.

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

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

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

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

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

After the agency administrator's briefing you and your incident management team will report to _____ and establish your Incident Command Post. You and the current Incident Commander _____, will determine a transition and transfer of command time for the incident. A clear transition

during a regular shift change is required in order to eliminate any confusion and enhance safety.

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

Your environmental advisor is _____.

Key resource considerations are:

Constraints or restrictions for the suppression actions include:

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

Your agency administrator is _____.

Your Custer County Liaison is _____.

You will keep key representatives informed of the fire status and costs. These include _____ (name, position and contact information)_____.

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

SIGNED: DATE:_____

Incident Commander

Chair, Board of County Commissioners
Custer County, Colorado

Sample DoA (Flood, Tornado, Blizzard)

TO INCIDENT COMMANDER

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

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

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

Other needs/constraints:

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

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

Name
Chair, BoCC

Name
Incident Commander

D. Sample Emergency Order (EO)

MANDATORY EVACUATION ORDER

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

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

WHEREAS, the fire is threatening the homes of residents located in the areas (describe the area such as west of State Highway 69 but south of State Highway 96 and north of Rosita Road); and

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

NOW, THEREFORE, BE IT RESOLVED, that the Board of County Commissioners of Custer County, Colorado, declare that a Mandatory Evacuation exists in Custer County for the areas of (same areas listed above in item 3 above).

DATED at Westcliffe, COLORADO, this ____ day of _____, 200__.

Name(s) _____
CHAIR, BOARD OF COUNTY COMMISSIONERS

E. EOP Development and Review

Date	Agency, Office, Department	Name(s)	Comments
8/1/2017	OEM	Cindy Howard Meredith Nichols	Initial Draft completed with consultation with EPC EM, previous draft EOP, CPG101 and DHSEM EOP standards
8/4/2017	OEM	Meredith Nichols/OEM	Initial Staff review of Draft EOP
8/7/2017	OEM	Cindy Howard/OEM	Review of new draft, additional edits
8/7/2017	All affected Agencies, towns, districts	Department Directors, BoCC, Attorney Towns, RMWSD, Emergency Services Council	Draft EOP sent to all affected agency heads requesting review and changes needed, by September 1, 2017

EOP Development Committee (Custer County LEPC/CES):

- Cindy Howard, Custer County Office of Emergency Management (CCOEM)
- Meredith Nichols, Intern, CCOEM
- Dave Tonsing, WMFPD
- Chas Clifton, Wetmore Volunteer Fire Department
- Shannon Byerly, Custer County Sheriff
- Chris Barr, Custer County Undersheriff
- Delwin Lester, West Custer County Hospital District
- Beth Archuleta, Custer EMS
- Elisa Magnuson, Public Health Agency
- Desiree Lipka, Sol Vista – Behavioral Health
- Joe McCarthy, County Communication Center Supervisor
- Larry Weber, Custer County Search and Rescue
- Chuck Ippolito, Custer GIS/IT
- Bob Katting, BoCC
- Jay Printz, BoCC
- Roger Squire, Custer County Road and Bridge
- Gary Hyde, Custer County Road and Bridge
- George Medaris, Round Mountain Water and Sanitation District
- Art Nordyke, Town of Westcliffe and County Coroner
- Mark Payler, C-1 School District
- Steve Lasswell, Town of Silver Cliff
- Paul Sage, CERT/VOAD
- Candi Sage, South Region VOAD
- Rich Kramer, Custer County Sheriff's Posse
- Ted Wiggen, Custer County Medical Reserve Corps

Agency Review (Directors and Administrators):

- Custer County Assessor's Office
- Custer County Clerk's Office
- Custer County Coroner
- Custer County Attorney
- Custer County HR Finance Office
- Custer County Information Technology/GIS Office
- Custer County Human Services
- Custer County Public Health
- Custer County Road and Bridge
- Custer County Sheriff's Office
- Custer County CERT
- South Region Homeland Security Coordinator
- Town of Westcliffe
- Town of Silver Cliff
- Round Mountain Water & Sanitation District
- Custer County School District
- Custer County Clinic
- Custer County EMS

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