

RIO BLANCO COUNTY
OFFICE OF EMERGENCY
MANAGEMENT
EMERGENCY OPERATIONS PLAN



Rio Blanco County Emergency Operations Plan

The Rio Blanco County Emergency Operations Plan is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of local support as well as coordination with state and federal agencies. The Rio Blanco County Emergency Operations Plan is important in the mission of reducing the vulnerability to all natural and manmade hazards; minimizing the damage, and assisting in the recovery from any type of incident that occurs.

The Rio Blanco County Emergency Operations Plan consists of the components depicted in Figure 1 on the following pages.

- **Base Plan:** Describes the structure and processes comprising a countywide approach to incident management designed to integrate the efforts and resources of local government, private-sector, and nongovernmental organizations. The Base Plan includes planning assumptions, roles and responsibilities, concept of operations, incident management actions, and plan maintenance instructions.
- **Emergency Support Function (ESF) Annexes:** Details the missions, policies, structures, and responsibilities of local agencies for coordinating resource and programmatic support to local agencies or other jurisdictions and entities during incidents. The introduction to the ESF Annexes summarizes the functions of ESF coordinators and primary and support agencies. The chart on page 14 provides a summary of the scope of each ESF.
- **Supporting Documents, Incident and Event Appendixes:** Contain definitions, agreements and specific plans for incidents and/or events that are likely to occur in Rio Blanco County, Colorado. These plans are considered adopted by reference as they are signed by the affected participants.

Contents

Purpose5
Key Concepts8
Planning Assumptions and Considerations8
Colorado Disaster Act of 1992 Provisions (C.R.S. 24-33.5-707).....9
C.R.S. 24-33.5-709. Local Disaster Emergencies11
Roles and Responsibilities.....11
Plan Maintenance12
Emergency Support Functions and Scope13
Citizen Involvement.....15
Responsibilities.....15
Concept of Operations.....17
Rio Blanco County EOC.....18
NIMS Framework19
ESF Coordinator.....20
Emergency Support Function Matrix23
Emergency Support Function #1—Transportation Annex
Emergency Support Function #2—Communications Annex
Emergency Support Function #3—Public Works and Engineering Annex
Emergency Support Function #4—Firefighting Annex
Emergency Support Function #5—Emergency Management Annex
Emergency Support Function #6—Mass Care, Housing, and Human Services
Emergency Support Function #7—Resource Support Annex
Emergency Support Function #8—Public Health and Medical Annex
Emergency Support Function #9—Search and Rescue Annex
Emergency Support Function #10—Hazardous Materials
Emergency Support Function #11—Agriculture Annex
Emergency Support Function #12—Energy and Public Utilities Annex
Emergency Support Function #13—Public Safety and Security Annex
Emergency Support Function #14—Community Recovery and Mitigation Annex
Emergency Support Function #15—External Affairs Annex
Rio Blanco County EM Glossary of Terms & Acronyms

List of Appendices

Appendix A - Acronyms, Abbreviations and Terms – Updated 11/29/2018
Appendix B - EOC activation guidelines – Updated March 2016
Appendix C – Rio Blanco County All-Risk Mutual Aid Agreement – May 2016
Appendix D - Annual Operating Plan for Wildfires – Adopted annually in April
Appendix E – Rio Blanco County Resource Management – April 2018
Appendix F - Damage Assessment Plan – June 2018
Appendix G - Evacuation Plan (includes special needs evacuation/sheltering) – May 2017
Appendix H - Disaster Declaration Process – October 2018
Appendix I - Mass Casualty Incident (MCI) plan – Pending
Appendix J - Public Health Plans (Pandemic Flu, Etc.) – Pending
Appendix K - County Animal Response Team (CART) plan – December 2018
Appendix L - Alert and Warning – December 2018
Appendix M - Utility Restoration Plan – May 2017
Appendix N - Hazardous Materials Plan – November 2017
Appendix O - Explosive Materials Response Plan – October 2017
Appendix P - Mass Fatalities Plan – Pending
Appendix Q - Severe Weather Annex – January 2018
Appendix R - Roles and Responsibilities – December 2017
Appendix S - Response to Terrorism Plan – August 2017
Appendix T - Major Incident Communications Plan – Pending
Appendix U - Joint Information System Protocols – November 2018
Appendix V - Rapid Needs Assessment – Draft
Appendix W - Debris Management Plan – January 2017
Appendix X – Rio Blanco County HCC Plan – February 2018
Appendix Y – Community Wildfire Protection Plan – 2012
Appendix Z – RBC Threat & Hazard Identification & Risk Assessment (THIRA) – April 2018

List of Attachments

Attachment – ICS Forms
Attachment – Air support Request
Attachment – Wildland Fire Incident Organizer
Attachment – American Red Cross Shelter Agreements
Attachment – Taylor Draw Dam (Kenney Reservoir)

Appendices and Attachments may be created, revised and adopted independent of the base plan

BASE PLAN

Purpose

The purpose of the Rio Blanco County Emergency Operations Plan (EOP) is to establish a comprehensive, countywide, all-hazards approach to incident management across a spectrum of activities including prevention, preparedness, response, and recovery.

The Rio Blanco County EOP incorporates best practices and procedures from various incident management disciplines – homeland security, emergency management, law enforcement, firefighting, hazardous materials response, public works, public health, emergency medical services, and responder and recovery worker health and safety – and integrates them into a unified coordinating structure.

The Rio Blanco County EOP provides the framework for interaction with local, private sector, and nongovernmental organizations. It describes capabilities and resources and establishes responsibilities, operations processes, and protocols to help protect against terrorist attacks and other natural and manmade hazards; save lives; protect public health, safety, property, and the environment; and reduce adverse psychological consequences and disruptions.

Scope

The Rio Blanco County EOP recognizes and incorporates the various jurisdictional and functional authorities of local agencies, private-sector organizations and non-governmental organizations. This plan is applicable to all agencies and organizations that may be requested to provide assistance or conduct operations in the context of actual or potential incidents within the county.

This plan addresses the full spectrum of activities related to incident management. The Rio Blanco County EOP focuses on those activities that are directly related to an evolving incident or potential incident rather than steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard.

Authorities

Federal:

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (P.L. 93-288, as amended by P.L. 100-707).
2. The National Response Plan, January 2008
3. Homeland Security Presidential Directive 5: Management of Domestic Incidents

4. Homeland Security Presidential Directive 8: National Preparedness
5. National Incident Management System (NIMS), October 2017
6. Comprehensive Preparedness Guide 101 version 2 (CPG-101 v2)
7. Emergency Planning and Community Right-to-Know Act of 1986 (commonly known as SARA Title III)
8. Americans with Disabilities Act
9. Post Katrina Reform Act
10. PETS Act 2006
11. Plain Language Guidance
12. Homeland Security Act of 2002

State:

1. Colorado Disaster Emergency Act (CRS 24-33.5-700 Series)
2. Colorado Emergency Operations Plan

Local:

- 1.

RESOLUTION

OF THE

**BOARD OF COUNTY
COMMISSIONERS**

OF THE

**COUNTY OF RIO BLANCO, STATE
OF COLORADO**

RESOLUTION NO. 2005-_____

ADOPTION OF NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

WHEREAS, pursuant to the authority vested in the Office of the Governor of the State of Colorado, Governor Owens issued an Executive Order concerning the designation of the National Incident Management System (“NIMS”) as the basis for all incident management in the State of Colorado.

WHEREAS, the President of the United States, in Homeland Security Directive (HSPD)-5, directed the Secretary of the United States Department of Homeland Security to develop and administer a national incident management system, which would provide a consistent nationwide approach for Federal, State, local and tribal governments to work together more effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. In addition, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command System.

WHEREAS, the Board of County Commissioners of Rio Blanco County agrees that in order to facilitate the most efficient and effective incident management it is critical that Federal, State, local, and tribal organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters.

WHEREAS, the Board also understands that the NIMS standardized procedures for managing personnel, communications, facilities and resources will improve Colorado’s ability to utilize federal funding to enhance local and state agency readiness, maintain first responder safety, and streamline incident management processes.

WHEREAS, the Board understands all components have not yet been created and we are adopting only those components which have been created and will continue to evaluate the progress of the NIMS implementation and its effects on Rio Blanco County.

NOW, THEREFORE BE IT RESOLVED, that the Board of County Commissioners of Rio Blanco County, State of Colorado, do hereby adopt the National Incident Management System (N.I.M.S.) as the basis for all incident management in Rio Blanco County, Colorado.

ADOPTED this _____ day of July, 2005.

BOARD OF COUNTY COMMISSIONERS
COUNTY OF RIO BLANCO,
STATE OF COLORADO

ATTEST:

BY:

(SEAL)

Forest F. Nelson, Chairman

Kim Cook, Commissioner

Nancy Amick, Rio Blanco County
Clerk & Recorder

Ken Parsons, Commissioner

The Rio Blanco County (EOP) uses the foundation provided by the Homeland Security Act, HSPD-5, HSPD-8, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), and the Colorado Disaster Emergency Act of 1992 to provide a comprehensive, all-hazards approach to incident management. Nothing in this plan alters the existing authorities of individual departments and agencies.

This plan establishes the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various departments and agencies in a collective framework.

Key Concepts

This section summarizes key concepts that are reflected throughout the Rio Blanco County Emergency Operations Plan.

- Systematic and coordinated incident management, including protocols for:
 - Incident reporting
 - Coordinated action
 - Alert and notification (Appendix L - Alert and Warning Plan)
 - Mobilization of resources (Appendix E - Resource Management Plan)
- Organizing interagency efforts to minimize damage, restore impacted areas to pre-incident conditions if feasible, and/or implement programs to mitigate vulnerability to future events.
- Organizing ESFs and/or ICS positions to facilitate the delivery of critical resources, assets, and assistance. Local departments and agencies are assigned to lead or support ESFs or Command and General Staff positions based on authorities, resources, and capabilities.
- Providing mechanisms for vertical and horizontal coordination, communications, and information sharing in response to threats or incidents. These mechanisms facilitate coordination among local entities as well as public and private sectors.

Planning Assumptions & Considerations

The Rio Blanco County Emergency Operations Plan is based on planning assumptions and considerations presented in this section.

- Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level.
- The Rio Blanco County Emergency Operations Center (EOC) is also known as the Rio Blanco County Incident Command Post (ICP).
- Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from incidents or disasters.
- Incidents or disasters may:
 - Occur at any time with little or no warning in the context of a general or specific threat or hazard.
 - Require significant information sharing across multiple jurisdictions and between public and private sectors.
 - Span the spectrum of incident management to include prevention, preparedness, response, and recovery.
 - Involve multiple, high varied hazards or threats on a local, regional, or national scale.
 - Result in numerous casualties; fatalities; displaced people, property loss, disruption of normal life support systems, essential public services, basic infrastructure; and significant damage to the environment.
 - Impact critical infrastructures across sectors.
 - Overwhelm capabilities of local governments and private sector infrastructure owners and operators.
 - Attract a sizeable influx of independent, spontaneous volunteers and supplies.
 - Require prolonged, sustained incident management operations and support activities.
- Top priorities for incident management are to:
 - Save lives and protect the health and safety of the public, responders, and recovery workers.
 - Ensure security of the homeland.
 - Prevent an imminent incident, including acts of terrorism from occurring.
 - Protect and restore critical infrastructure and key resources.
 - Conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution.

- Protect property and mitigate damages and impacts to individuals, communities, and the environment.
- Facilitate recovery of individuals, families, businesses, governments, and the environment.
- Departments and agencies at all levels of government and certain NGO's, such as the American Red Cross, may be required to deploy to incidents or disasters on short notice to provide timely and effective mutual aid and/or intergovernmental assistance.
- For incidents or disasters that are Presidential declared disasters or emergencies, state and federal support is delivered in accordance with relevant provisions of the Stafford Act.

[Under the provisions of the Colorado Disaster Act of 1992 and applicable applications:
C.R.S. 24-33.5-707](#)

(1) Each political subdivision shall be within the jurisdiction of and served by the division and by a local or inter-jurisdictional agency responsible for disaster preparedness and coordination of response.

(2) Each county shall maintain a disaster agency or participate in a local or inter-jurisdictional disaster agency which, except as otherwise provided under this part 7, has jurisdiction over and serves the entire county.

(3) The governor shall determine which municipal corporations need disaster agencies of their own and require that they be established and maintained. The governor shall make such determination on the basis of the municipality's disaster vulnerability and capability of response related to population size and concentration. The disaster agency of a county 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. The office shall publish and keep current a list of municipalities required to have disaster agencies under this subsection (3).

(4) The minimum composition of a disaster agency shall be a director or coordinator appointed and governed by the chief executive officer or governing body of the appointing jurisdiction. The director or coordinator shall be responsible for the planning and coordination of the local disaster services.

(5) Any provision of this part 7 or other law to the contrary notwithstanding, the governor may require a political subdivision to establish and maintain a disaster agency jointly with one or more contiguous political subdivisions if the governor finds that the establishment and maintenance of an agency or participation therein is made necessary by circumstances or conditions that make it unusually difficult to provide disaster prevention, preparedness, response, or recovery services under other provisions of this part 7.

(6) Each political subdivision which does not have a disaster agency and has not made arrangements to secure or participate in the services of an agency shall have an

elected official designated as liaison officer to facilitate the cooperation and protection of that subdivision in the work of disaster prevention, preparedness, response, and recovery.

(7) The Mayor, Chairman of the Board of County Commissioners, or other principal executive officer of each political subdivision in the state shall notify the office of the manner in which the political subdivision is providing or securing disaster planning and emergency services, identify the person who heads the agency from which the services are obtained, and furnish additional information relating thereto as the division requires.

(8) Each local and inter-jurisdictional disaster agency shall prepare and keep current a local or inter-jurisdictional disaster emergency plan for its area.

(9) The local or inter-jurisdictional disaster agency, as the case may be, shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the emergency responsibilities of all local agencies and officials and of the disaster chain of command.

C.R.S. 24-33.5-709. Local Disaster Emergencies.

(1) A local disaster may be declared only by the principal executive officer of a political subdivision. It shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing board of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the division.

(2) The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and inter-jurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.

(3) No inter-jurisdictional disaster agency or official thereof may declare a local disaster emergency unless expressly authorized by the agreement pursuant to which the agency functions. An inter-jurisdictional disaster agency shall provide aid and services in accordance with the agreement pursuant to which it functions.

Roles and Responsibilities

Police, fire, public health and medical, emergency management, public works, environmental response, and other personnel are often the first to arrive and the last to leave an incident site. When local resources and capabilities are overwhelmed, the local Chief Executive Officer may request assistance from additional Municipalities, Counties, the State of Colorado and the Federal Government.

For additional information regarding emergency duties and assignments of employees, Worker's Comp, Insurance Policies, Timekeeping process, records retention process and policies and process for use of volunteers, see your jurisdictions handbook, policies and procedures.

For additional information regarding the following, the jurisdiction in charge “Budget & Finance” Director.

- Authorities and policies for disaster spending, procurement and contracting
- Summary of process for emergency procurement and spending
- Summary of process for emergency contracting
- Summary of process for contracting land use agreements
- Summary of process for tracking disaster costs
- Summary of process for establishing burn rates
- Summary of process for disaster reimbursement
- Summary of process for financial record retention
- Reference to Finance Management Plan

Local Chief Executive Officer

A Mayor or Chairman of the Board of County Commissioners, as a jurisdiction’s chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The Local Chief Executive Officer:

- Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including natural disasters, accidents, terrorism, and other contingencies.
- Dependent upon State and local law, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and, in coordination with the local health authority, to order a quarantine.
- Provides leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the jurisdiction.
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource sharing.
- Requests State and, if necessary, Federal assistance through the Governor of the State of Colorado when the jurisdiction’s capabilities have been exceeded or exhausted.

Plan Maintenance

Rio Blanco County EOP revision and subsequent revisions, supersedes all previous editions and is effective immediately for planning, training and exercising, and preparedness and response operations.

This Plan, its annexes and appendices, shall be maintained and kept current by all parties on the following schedule:

Updates can occur at any time based upon the change of state and/or federal guidance and lessons learned.

A formal review and update of the Plan, its annexes, and appendixes will occur every two years or as needed. This review will consist of partners having the opportunity to comment on all elements of the Plan and will be forwarded to the Rio Blanco County Attorney's Office for signature by the BOCC.

All changes, revisions, and/or updates to the Plan its annexes and appendices shall be forwarded to Rio Blanco County Emergency Management (RBCEM) for review, publication and distribution to all holders of the Plan following the efforts of the lead agency to coordinate with its supporting agencies. If no changes, revisions, and/or updates are required, RBCEM shall be notified in writing by the agency lead that respective plans, annexes, appendices, etc., have been reviewed and are considered valid and current.

The Rio Blanco County EOP applies a functional approach that groups the capabilities of local departments and agencies into ESF's (Emergency Support Functions) and/or Command and General Staff within the Incident Command Structure (ICS) to provide the planning, support, resources, program implementation, and emergency services that are most likely to be needed during incidents or disasters. The response to actual or potential incidents is typically provided through a full or partial activation of the ESF and/or ICS structure as necessary.

Each ESF and/or ICS position is composed of primary and support agencies. The Rio Blanco County EOP identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESF's and/or ICS positions reflect the resource kind and type categories identified in NIMS. The scope of each ESF is summarized in each ESF section. The scope of each ICS position is summarized in the ICS Section. ESF's and/or ICS positions are expected to support one another in carrying out their respective roles and responsibilities. Nongovernmental organizations (NGO) collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources.

THIS PLAN IS INTENDED ONLY FOR THE USE OF THE ENTITIES WHO ARE SIGNATORIES TO THIS PLAN. IT CONTAINS INFORMATION THAT IS PRIVILEGED, CONFIDENTIAL AND EXEMPT FROM DISCLOSURE UNDER APPLICABLE LAW. SHARING, COPYING OR OTHERWISE DISCLOSING INFORMATION CONTAINED IN THIS PLAN SHALL ONLY BE DONE WITH WRITTEN AUTHORIZATION OF THE RIO BLANCO COUNTY EMERGENCY MANAGEMENT DIRECTOR.

Emergency Support Functions

The Rio Blanco County Emergency Operations Plan applies a functional approach that groups the capabilities of local departments and agencies into ESF’s and/or ICS positions to provide the planning, support, resources, program implementation, and emergency services that are most likely to be needed during incidents or disasters. The response to actual or potential incidents/disasters is typically provided through a full or partial activation of the ESF and/or ICS structure as necessary.

Each ESF and/or ICS structure is composed of primary and support agencies. The Rio Blanco County Emergency Operations Plan identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESF’s and/or ICS reflect the resource kind and type categories identified in the National Incident Management System (NIMS). The scope of each ESF is summarized in (Figure 2). ESF’s are expected to support one another in carrying out their respective roles and responsibilities. Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to the ESF annexes. ICS roles and responsibilities can be found in the introduction to the Incident Command Structure (Figure 3).

Nongovernmental and Volunteer Organizations

Nongovernmental organizations (NGO) collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. Community-based organizations (CBO) receive government funding to provide essential public health services.

FIGURE 2. Emergency Support Functions

ESF	Scope
ESF #1 – Transportation	Civil transportation support Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
ESF #2 – Communications	Coordination with telecommunications industry

	Restoration/repair of telecommunications infrastructure Protection, restoration, and sustainment of info. Resources
ESF #3 – Public Works and Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services, construction management Critical infrastructure liaison
ESF #4 – Firefighting	Firefighting activities Resource support
ESF #5 – Emergency Management	Coordination of incident management efforts Management of Emergency Operations Center (EOC)
ESF #6 – Mass Care, Housing, and Human Svcs.	Mass Care Disaster housing Human Services Sheltering
ESF #7 – Resource Support	Resource support (facility space, office equipment and supplies, contracting services, etc.) Financial Management
ESF #8 – Public Health and Medical Svcs.	Public Health Medical (EMS and Hospitals) Mental Health Mortuary services
ESF #9 – Search and Rescue	Life-saving assistance
ESF #10 – Oil & Hazardous Materials Response	Hazardous materials response (CBRNE) Environmental safety and short-and long-term cleanup
ESF #11 – Agriculture	Nutrition Assistance Animal and plant disease/pest response Food safety and security
ESF #12 – Energy & Public Utilities	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast
ESF #13 – Public Safety and Security Facility and resource security	Warnings – Notifications – Evacuations Security planning and technical and resource assistance Public safety/security support Support to access, traffic, and crowd control
ESF #14 – Long Term Community Recovery And Mitigation	Social and economic community impact assessment Long-term community recovery assistance to local governments, and the private sector Mitigation analysis and program implementation
ESF #15 – External Affairs	Emergency public information and protective action guidance Media and community relations Support to on scene incident management

FIGURE 3 – ICS Positions

Incident Command System (ICS)

ICS is a standardized approach to the command, control, and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel,

equipment, facilities, and communications. Using ICS for every incident helps hone and maintain skills needed to coordinate efforts effectively. ICS is used by all levels of government as well as by many NGOs and private sector organizations. ICS applies across disciplines and enables incident managers from different organizations to work together seamlessly. This system includes five major functional areas, staffed as needed, for a given incident: Command, Operations, Planning, Logistics, and Finance/Administration.

Incident Command and Unified Command

Incident command is responsible for the overall management of the incident. A single Incident Commander or Unified Command conducts the command function on an incident. Command and General Staff support the incident command to meet the incident’s needs.

Single Incident Commander

When an incident occurs within a single jurisdiction and without jurisdictional or functional agency overlap, the appropriate authority designates a single Incident Commander who has overall incident management responsibility. In some cases where incident management crosses jurisdictional and/or functional agency boundaries, the various jurisdictions and organizations may still agree to designate a single Incident Commander. Figure 4 depicts an example organizational structure for an ICS organization with a single Incident Commander.

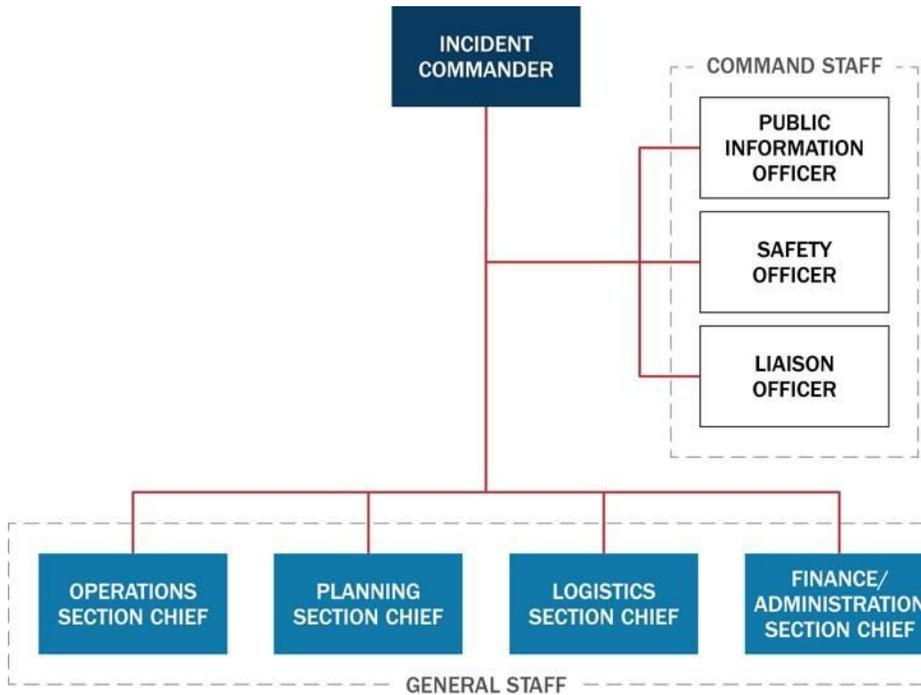


Figure 4 - Example of an ICS Organization with a Single Incident Commander

Unified Command

Unified Command improves unity of effort in multijurisdictional or multi agency incident management. The use of Unified Command enables jurisdictions and those with authority or functional responsibility for the incident to jointly manage and direct incident activities through the establishment of a common set of incident objectives, strategies, and a single IAP. However, each participating partner maintains authority, responsibility, and accountability for its personnel and other resources, and each member of Unified Command is responsible for keeping other members of Unified Command informed.

Responsibilities of the Incident Commander and Unified Command

Whether using a single Incident Commander or a Unified Command, the command function:

- Establishes a single ICP for the incident;
- Establishes consolidated incident objectives, priorities, and strategic guidance, and updating them every operational period;
- Selects a single section chief for each position on the General Staff needed based on current incident priorities;
- Establishes a single system for ordering resources;
- Approves a consolidated IAP for each operational period;
- Establishes procedures for joint decision making and documentation; and
- Captures lessons learned and best practices.

Unified Command Composition

The exact composition of the Unified Command depends on factors such as incident location (i.e., which jurisdictions or organizations are involved) and the nature of the incident (i.e., which agencies from the jurisdiction(s) or organization(s) involved are needed). Figure 5 depicts a sample Unified Command structure. The organizations participating in the Unified Command use a collaborative process to establish and rank incident priorities and determine incident objectives.

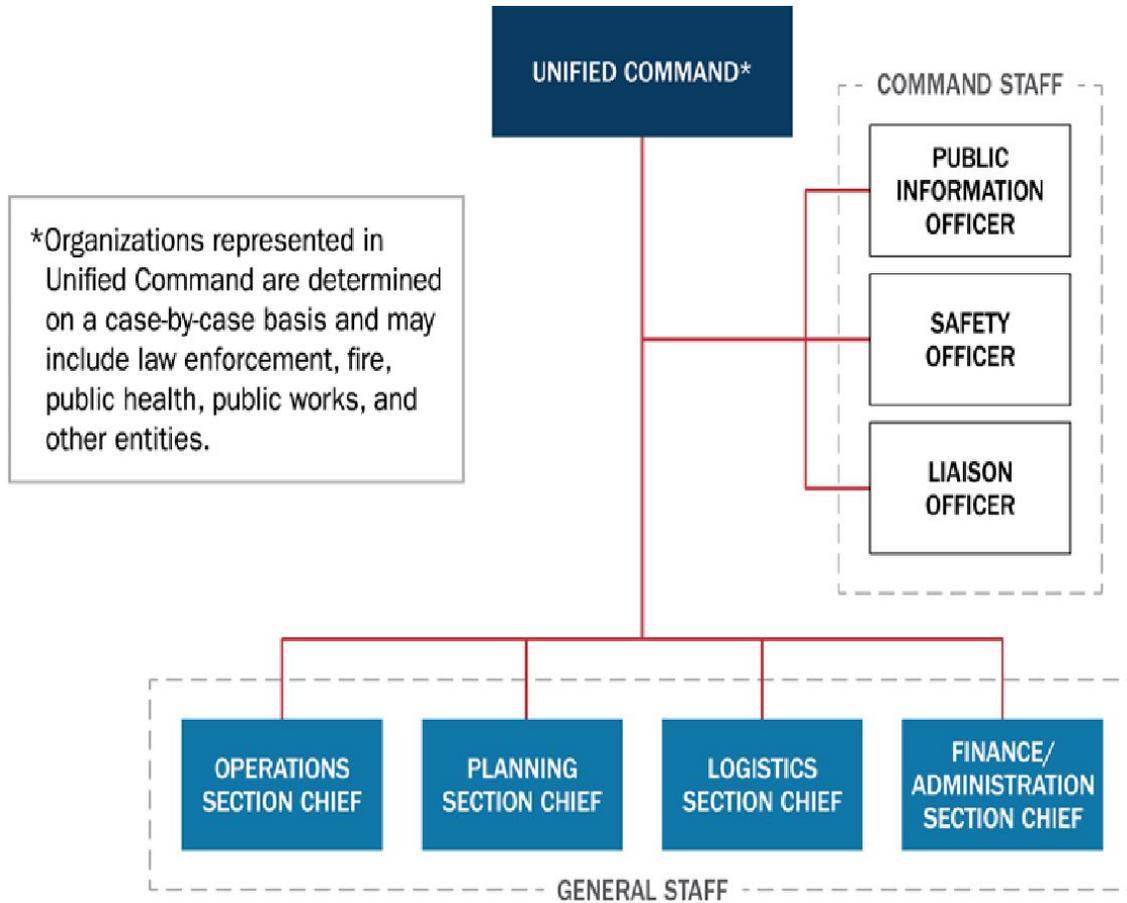


Figure 5 - Example of an ICS Organization with Unified Command

Single Incident Commander and Unified Command

Single Incident Commander: The Incident Commander is solely responsible (within the limits of his or her authority) for establishing incident objectives and is responsible for ensuring that incident activities work to accomplish objectives.

Unified Command: The individuals designated by their jurisdictional or organizational authorities (or by departments within a single jurisdiction) jointly determine priorities and objectives, allocate resources, and work together to ensure the execution of integrated incident operations and maximize the use of assigned resources.

Agencies or organizations involved in the incident that lack jurisdictional responsibility or authorities are referred to as cooperating and/or assisting agencies. Whether represented in Unified Command or through the Liaison Officer, every jurisdiction, organization, and/or agency representative is responsible for communicating agency-specific information, including:

- Statutory authorities and responsibilities;
- Resource availability and capabilities;

- Constraints, limitations, concerns; and
- Areas of agreement and disagreement between agency officials.

Command Staff

The Incident Commander or Unified Command assigns Command Staff as needed to support the command function. The Command Staff typically includes a Public Information Officer (PIO), a Safety Officer, and a Liaison Officer who report directly to the Incident Commander or Unified Command and have assistants as necessary. The Incident Commander or Unified Command may appoint additional advisors as needed.

Public Information Officer

The PIO interfaces with the public, media, and/or with other agencies with incident-related information needs. The PIO gathers, verifies, coordinates, and disseminates accessible, meaningful, and timely information on the incident for both internal and external audiences. The PIO also monitors the media and other sources of public information to collect relevant information and transmits this information to the appropriate components of the incident management organization. In incidents that involve PIOs from different agencies, the Incident Commander or Unified Command designates one as the lead PIO. All PIOs should work in a unified manner, speaking with one voice, and ensure that all messaging is consistent. The Incident Commander or Unified Command approves the release of incident-related information. In large-scale incidents, the PIO participates in or leads the Joint Information Center (JIC).

Safety Officer

The Safety Officer monitors incident operations and advises the Incident Commander or Unified Command on matters relating to the health and safety of incident personnel. Ultimate responsibility for the safe conduct of incident management rests with the Incident Commander or Unified Command and supervisors at all levels. The Safety Officer is responsible to the Incident Commander or Unified Command for establishing the systems and procedures necessary to assess, communicate, and mitigate hazardous environments. This includes developing and maintaining the incident Safety Plan, coordinating multi agency safety efforts, and implementing measures to promote the safety of incident personnel and incident sites. The Safety Officer stops and/or prevents unsafe acts during the incident. Agencies, organizations, or jurisdictions that contribute to joint safety management efforts do not lose their individual responsibilities or authorities for their own programs, policies, and personnel. Rather, each contributes to the overall effort to protect all personnel involved in the incident.

Liaison Officer

The Liaison Officer is the incident command's point of contact for representatives of governmental agencies, jurisdictions, NGOs, and private sector organizations that are not included in the Unified Command. Through the Liaison Officer, these representatives provide input on their agency, organization, or jurisdiction's policies, resource availability,

and other incident-related matters. Under either a single Incident Commander or a Unified Command structure, representatives from assisting or cooperating jurisdictions and organizations coordinate through the Liaison Officer. The Liaison Officer may have assistants.

Additional Command Staff Positions

Additional Command Staff positions may be necessary, depending on the incident and specific requirements established by incident command. The Incident Commander or Unified Command may appoint technical specialists to serve as command advisors. Command Staff advisors are distinguished from officers because they serve in advisory capacities and lack the authority to direct incident activities.

General Staff

The General Staff consists of the Operations, Planning, Logistics, and Finance/Administration Section Chiefs. These individuals are responsible for the functional aspects of the incident command structure. The Incident Commander or Unified Command activates these section chiefs as needed. These functions default to the Incident Commander or Unified Command until a section chief is assigned. The section chiefs may have one or more deputies as necessary. The sections are discussed more fully below.

Operations Section

The Incident Commander or Unified Command selects the Operations Section Chief based on current incident priorities and should review that selection periodically as the incident evolves. Operations Section personnel plan and perform tactical activities to achieve the incident objectives established by the Incident Commander or Unified Command. Objectives typically focus on saving lives, reducing the immediate hazard, protecting property and the environment, establishing situational control, and restoring normal operations. Incident operations can be organized and executed in many ways. The Operations Section Chief organizes the section based on the nature and scope of the incident, the jurisdictions and organizations involved, and the incident's priorities, objectives, and strategies. Key functions of Operations Section personnel include the following:

- Directing the management of tactical activities on the Incident Commander or Unified Command's behalf;
- Developing and implementing strategies and tactics to achieve incident objectives;
- Organizing the Operations Section to best meet the incident's needs, maintain a manageable span of control, and optimize the use of resources; and
- Supporting IAP development for each operational period.

Planning Section

Planning Section personnel collect, evaluate, and disseminate incident situation information to the Incident Commander or Unified Command and other incident personnel. The staff

within this section prepare status reports, display situation information, maintain the status of assigned resources, facilitate the incident action planning process, and prepare the IAP based on input from other sections and Command Staff and guidance from the Incident Commander or Unified Command.

Additional key functions of Planning Section personnel include:

- Facilitating incident planning meetings;
- Recording the status of resources and anticipated resource needs;
- Collecting, organizing, displaying, and disseminating incident status information and analyzing the situation as it changes;
- Planning for the orderly, safe, and efficient demobilization of incident resources; and
- Collecting, recording, and safeguarding all incident documents.

Logistics Section

Logistics Section personnel provide services and support for effective and efficient incident management, including ordering resources. Staff in this section provide facilities, security (of the incident command facilities and personnel), transportation, supplies, equipment maintenance and fuel, food services, communications and IT support, and medical services for incident personnel. Key functions of Logistics Section personnel include:

- Ordering, receiving, storing/housing, and processing incident-related resources;
- Providing ground transportation during an incident, maintaining and supplying vehicles, keeping vehicle usage records, and developing incident traffic plans;
- Setting up, maintaining, securing, and demobilizing incident facilities;
- Determining food and water needs, including ordering food, providing cooking facilities, maintaining food service areas, and managing food security and safety (in cooperation with the Safety Officer);
- Maintaining an incident Communications Plan and acquiring, setting up, issuing, maintaining, and accounting for communications and IT equipment; and
- Providing medical services to incident personnel.

Finance/Administration Section

The Incident Commander or Unified Command establishes a Finance/Administration Section when the incident management activities involve on-scene or incident-specific finance and administrative support services. Finance/Administration staff responsibilities include recording personnel time, negotiating leases and maintaining vendor contracts, administering claims, and tracking and analyzing incident costs. If the Incident Commander or Unified Command establishes this section, staff should closely coordinate with the Planning and Logistics Sections to reconcile operational records with financial documents.

Finance/Administration Section staff support an essential function of ICS in large, complex

incidents involving funding originating from multiple sources. In addition to monitoring multiple sources of funds, the section's staff track and report the accrued costs as the incident progresses.

This allows the Incident Commander or Unified Command to forecast needs and request additional funds as needed. Key functions of Finance/Administration Section personnel include:

- Tracking costs, analyzing cost data, making estimates, and recommending cost savings measures;
- Analyzing, reporting, and recording financial concerns resulting from property damage, responder injuries or fatalities at the incident;
- Managing financial matters concerning leases and vendor contracts;
- Managing administrative databases and spreadsheets for analysis and decision making; and
- Recording time for incident personnel and leased equipment.

Figure 3 – ICS Positions Portion was taken from the NIMS Third Edition October 2017)

Private Sector

Rio Blanco County and primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from incidents or disasters.

Roles: The roles, responsibilities, and participation of the private sector during incidents or disasters vary based on the nature of the organization and the type and impact of the incident. The roles of private sector organizations are summarized below.

Type of Organization	Role
<p>Impacted Organization or Infrastructure</p>	<p>Private-sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private-sector organizations that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include, transportation, telecommunications, private utilities, financial institutions, and hospitals.</p>
<p>Response Resource</p>	<p>Private-sector organizations provide response resources (donated or compensated) during an incident-including specialized teams, equipment, and advanced technologies-through local public-private emergency plans, mutual aid agreements, or incident specific requests from government and private-sector-volunteered initiatives.</p>
<p>Regulated and/or Responsible Party</p>	<p>Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, Federal regulations require owners/operators of Tier II reporting facilities to maintain emergency (incident) preparedness plans, procedures, and to perform assessments, prompt notifications, and training for a response to an incident.</p>
<p>Local Emergency Organization Member</p>	<p>Private-sector organizations may serve as an active partner in local emergency preparedness and response organizations and activities.</p>

Responsibilities: Private-sector organizations support the Rio Blanco County Emergency Operations Plan (voluntarily or to comply with applicable laws and regulations) by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

Certain organizations are required by existing law and regulation to bear the cost of planning and response to incidents, regardless of cause. In the case of an incident or disaster, these private-sector organizations are expected to mobilize and employ the

resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

Response Resources: Unless the response is inherently governmental (e.g., law enforcement, etc.), private-sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete spectrum of incidents and emergencies. Local government should maintain ongoing interaction with the critical infrastructure and key resources industries to provide coordination for prevention, preparedness, response, and recovery activities. When practical, or when required under Federal law, private-sector representatives should be included in planning and exercises. The government may, in some cases, direct private-sector response resources when they have contractual relationships, using government funds.

Functional Coordination: The primary agency(ies) for each ESF maintains working relations with its associated private-sector counterparts through partnership committees or other means (e.g., ESF #10, Hazardous Materials Response – Hazardous Materials Industries; etc.) and/or (act as an Agency Administrator (AA) or Agency Representative (AR) and assist in the ICP in decision making as needed or requested.

Concept of Operations

General

This section describes the local coordinating structures, processes, and protocols employed to manage incidents or disasters in Rio Blanco County. These coordinating

structures and processes are designed to enable execution of the responsibilities of each responsible jurisdiction and to integrate local, NGO, and private-sector efforts into a comprehensive approach to domestic incident management.

A basic premise of the Rio Blanco County Emergency Operations Plan is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health and medical, emergency management, and other personnel are responsible for incident management and coordination at the local level. In the vast majority of incidents, local resources and regional mutual aid resources provide the first line of emergency response and incident management support.

When an incident or potential incident is of such severity, magnitude, and/or complexity that it is considered a disaster, the Chief Elected Official of impacted jurisdiction may request a disaster declaration to initiate the support at the State. In the context of the Stafford Act disasters or emergencies, the Department of Homeland Security coordinates supplemental Federal assistance when the consequences of the incident exceed local and State capabilities.

Overall Coordination of Local Incident Management Activities

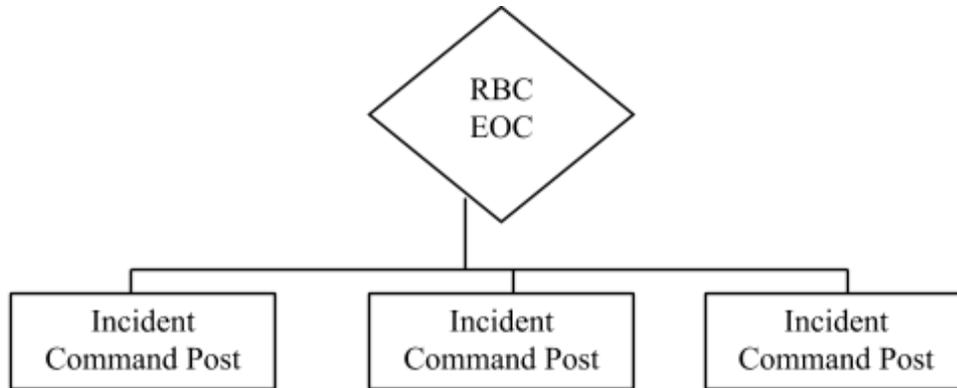
During actual or potential incidents or disasters, the overall coordination of local incident management activities is executed by the agency(ies) with jurisdictional authority under the National Incident Management System (NIMS). As the incident expands or additional resources are needed, the County Emergency Management Director may activate the Rio Blanco County Emergency Operations Center and/or Incident Command Post (ICP) and utilize a multi-agency coordination structure to coordinate efforts and provide appropriate support to the incident.

Strategic-level interagency incident management coordination and course of action development are facilitated by the Rio Blanco County Multi-agency Coordination Group and the ESF's / Command and General Staff located at the EOC / ICP. Public Information will be managed by ESF #15 / local PIO and the Rio Blanco County PIO Group operating in a Joint Information Center.

The framework created by these coordinating structures is designed to accommodate the various roles local government plays during an incident, whether it is support to local agencies, or direct implementation of the Rio Blanco County incident management authorities and responsibilities under State and Federal law.

Organizational Structure

The structure for incident management establishes a clear progression of coordination and communication from the local level to the State level. This structure is diagrammed in Figure 3 on page 19.



As illustrated in Figure 3, the local incident command structures (namely the ICP(s) and Area Command) are responsible for directing on-scene incident management and maintaining command and control of on-scene incident operations.

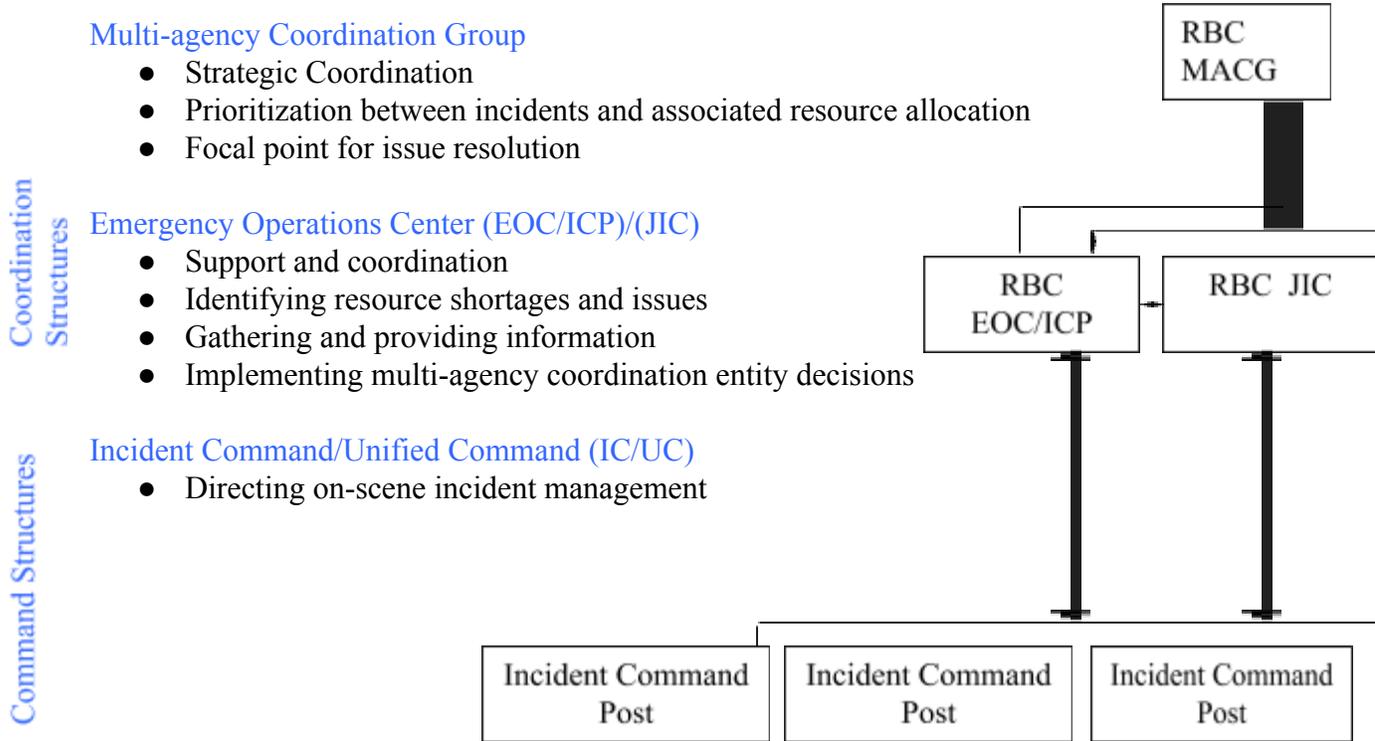
Rio Blanco County Emergency Operations Center (EOC) and/or Incident Command Post (ICP)

The support and coordination components consist of an emergency operations center (EOC) and/or Incident Command Post (ICP) and multi-agency coordination entities. EOC's / ICP's provide central locations for operational information sharing and resource coordination in support of on-scene efforts.

Figure 3. Structure for Rio Blanco County Emergency Operations Plan Coordination

NIMS Framework

The structure for Rio Blanco County EOP coordination is based on the NIMS construct: ICS/Unified Command on-scene supported by an Area Command (if needed), Emergency Operations Center and Multi-agency Coordination Groups.



Other Incident Facilities

Incident Command Post

The tactical level, on-scene incident command and management organization is located at the ICP. It is typically comprised of designated incident management officials and responders from local agencies, as well as private-sector and nongovernmental organizations. When multiple command authorities are involved, the ICP may be led by a Unified Command, comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement. The Unified Command provides direct, on-scene control of tactical operations and utilizes a NIMS ICS incident management team organization, typically including Operations, Planning, Logistics, and Finance/Administration Sections.

The ICP is usually located at or in the immediate vicinity of the incident site. The location is selected by the agency having primary jurisdictional authority for managing the incident at this level. Generally, there is one ICP established for each incident. Depending on the number and location of incidents, there may be multiple ICPs managed by an Area Command.

ESF ROLES AND RESPONSIBILITIES

ESF Coordinator

The ESF Coordinator is the primary agency representative, who has ongoing responsibilities throughout the prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF Coordinator is carried out through a Multi-Agency Coordination approach as agreed upon collectively by the designated primary agencies. The ESF Coordinator may be filled by a position in the ICP (i.e. Planning Section Chief, etc.) and still fill the role of the ESF. Rio Blanco County primarily operates under the ICS/ICP model vs. a traditional ESF/EOC model. Responsibilities of the ESF Coordinator include:

- Pre-Incident planning and coordination
- Maintaining ongoing contact with ESF primary and support agencies or Command and General Staff
- Conducting periodic ESF meetings, Briefings, and conference calls

- Coordinating efforts with corresponding private-sector organizations, and
- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness as appropriate

Primary Agencies

A local agency designated as an ESF primary agency serves as a local executive representative to accomplish the ESF mission. When an ESF is activated, the primary agency is responsible for:

- Orchestrating local support within their functional area for an affected jurisdiction
- Provide staff for the operations functions at fixed and field facilities
- Notifying and requesting assistance from support agencies
- Managing mission assignments and coordinating with support agencies,
- Working with appropriate private-sector organizations to maximize use of all available resources
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities
- Executing contracts and procuring goods and services as needed
- Ensuring financial and property accountability for ESF activities
- Planning for short-term and long-term incident management and recovery operations
- Maintaining trained personnel to support interagency emergency response and support teams

Support Agencies

When an ESF is activated in response to an incident, support agencies are responsible for:

- Conducting operations, when requested by the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources.
- Participation in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first responder standards.

- Assisting in the conduct of situational assessments.
- Furnishing available personnel, equipment, or other resource support as requested by the ESF primary agency.
- Participation in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- Providing information or intelligence regarding the agency's area of expertise.

PRIMARY, AND SUPPORT DESIGNATIONS

Figure 6 on the following pages shows the designation of the primary and support agencies.

Figure 6 Designation of Primary and Support agencies

Emergency Support Functions (ESF)															
Dept./Agency	#1 T r a n s p o r t a t i o n	#2 C o m m u n i c a t i o n s	#3 P u b l i c W o r k s & E n g i n e e r i n g	#4 F i r e f i g h t i n g	#5 E m e r g e n c y M a n a g e m e n t	#6 M a s s c a r e , H o u s i n g , H u m a n S e r v i c e s	#7 R e s o u r c e S u p p o r t	#8 P u b l i c H e a l t h a n d M e d i c a l S e r v i c e s	#9 S e a r c h a n d R e s c u e	#10 O i l H a z a r d r e s p o n s e	#11 A g r i c u l t u r e	#12 E n e r g y a n d P u b l i c U t i l i t i e s	#13 P u b l i c S a f e t y & S e c u r i t y	#14 C o m m u n i t y R e c o v e r y & M i t i g a t i o n	#15 E x t e r n a l A f f a i r s
BOCC	S	S	S	S	S	S	S	S	S	S	S	S	S	P	S
County Administration														S	P
Assessor														S	
County Attorney														S	
Emergency Management					P									S	
Sheriff		S		S	S		S		P	S				P	S
D.E.R.A.				S	S		S		S	P				S	S
Fire Districts/Depts.				P	S		S		S	S				S	S
Public Health					S	P	S	P	S					S	S
Coroner							S	S	S					S	S
Information Technology							S		S					S	
Finance Dept.							S							S	

Human Services Dept.							S	S						S	
Facilities Dept.							S							S	
Fleet Services	S						S							S	
Public Works	P		P				S							S	
School Districts	S						S							S	
RBC Extension											P			S	
Fairgrounds					S	S	S							S	
Private Business Sector							S					S		S	
Public Utilities							S					P		S	
State and Federal Agencies				S			S					S		S	
Hospitals						S									
RBC Communications Ctr		P													
Landfill	S		S												

P = ESF Primary Agency

S = ESF Support Agency

Note: Unless a specific component of a department or agency is the Primary Agency, it is not listed in this chart. Refer to the ESF Annexes for detailed support by each of these departments and agencies.

Record of Distribution

This table shows who the Rio Blanco County Emergency Operations Plan was sent to. This should be updated as needed and when the Plan is sent to an agency or individual.

Date Sent	Who received	How the plan was sent	Agency/Individual