



# **Alamosa County**

## **Emergency Operations Plan (EOP)**

February 27, 2023

Alamosa County Office of Emergency Management  
8900 Independence Way  
Alamosa, CO 81101

Alamosa County Emergency Operations Plan (EOP)

Letter of Promulgation

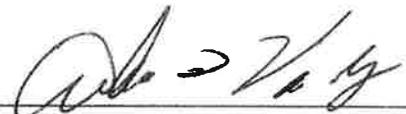
1. This emergency operations plan is approved and is hereby ordered published and distributed.
2. All agencies, department heads and personnel are directed to accept the responsibilities as herein assigned, develop the necessary supplemental plans and annexes as specified, and conduct the organizational planning and training necessary to implement the plan when and to the extent required.

  
\_\_\_\_\_  
Lori Laske  
Chair, Alamosa County Commissioner

2/27/23  
Date

  
\_\_\_\_\_  
Vern Heersink  
Alamosa County Commissioner

2/27/23  
Date

  
\_\_\_\_\_  
Arlan VanRy  
Chair, Alamosa County Commissioners

2/27/23  
Date

This plan will be continuously updated as conditions change. Minor changes to update facts, as approved by the Alamosa County Office of Emergency Management will be accepted without re-promulgation. New incident annexes will be provided for approval as completed for inclusion in the Emergency Operations Plan.

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## **1.0 Introduction**

The Alamosa County Emergency Operations Plan (Plan) provides an overview of how Alamosa County public safety partners collaborate, plan, and prepare for a hazardous incident that threatens lives, property, and natural resources. The Plan describes the policies, planning assumptions, concept of operations, and response when a disaster or emergency challenges local government's ability to respond.

Alamosa County is directed by the Office of Emergency Management (OEM) and supported by Emergency Support Functions (ESF) staff and is defined as a cross-functional collaborative group representing all Elected Official Offices, Departments, and Divisions who participate and/or have a role in emergency management and preparedness for Alamosa County Government. Alamosa County Emergency Management is responsible for collaborating to ensure all county elected officials are alerted of Emergency Operation Center (EOC) activations and are aware of status before, during and after an incident. Occasionally there will be status updates for potential hazards or emergencies that have the potential to affect Alamosa County.

In the event of an emergency/disaster in or near the county, all county employees are expected to make every effort to be available to assist the County Administrator, Elected/Appointed Officials and Department Directors to ensure the continued operation of any and all necessary county functions. This may mean being available to perform additional duties and hours beyond what is normally required. The Plan is a document that will evolve as it is tested during exercises and real incidents. The Plan will be reviewed by all Emergency Management partners and updated periodically. This document will serve as one of many tools meant to improve coordination among all Emergency Management partners including those at the Federal, State and Local government level, voluntary disaster relief organizations, and the private sector. The mission of the collaborating agencies is to enhance public safety, protect lives, property and the environment, and restore affected communities quickly and efficiently following a disaster.

### **1.1 Emergency Management as a Function in Homeland Security**

The discipline of Homeland Security includes two major components: Prevention/Deterrence and Emergency Management. Emergency Management provides a lead role in the traditional preparedness, response, recovery and mitigation components. These components collectively are known as consequence management. Emergency Management also plays a supporting role in prevention (information sharing) and protection (critical infrastructure protection). Prevention and protection are primarily led by law enforcement agencies; however, Emergency Management is part of the information sharing network through the Colorado Information Analysis Center (CIAC).

### **1.2 Authority**

- A. Alamosa County and State of Colorado
  - a. Colorado Revised Statutes § 24-32-2107: Local and interjurisdictional emergency management agencies and services
  - b. Amended 2018 Colorado Revised Statutes § 24-33.5-709: Local Disaster Emergencies
  - c. 2018 Colorado Revised Statutes § 24-33.5 Part 7: Emergency Management
  
- B. Federal
  - a. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121-5207)
  - b. Pets Evacuation and Transportation Standards Act 2006 (109-308)
  - c. The National Response Framework, January 2008

## **2.0 Purpose and Scope**

The purpose of the Plan is to provide a consistent, familiar framework for response by Alamosa County Government to disasters and other incidents which overwhelm normal operational resources. The Plan uses the principles of the National Incident Management System (NIMS) as the foundation and aligns with the National Response Framework (NRF) at the Federal level, and with the State of Colorado's Emergency Operations Plan (SEOP). This provides a consistency in response and recovery for all levels of government to easily assimilate and work collaboratively for the benefit of the citizens it serves. The Emergency Operations Plan consists of the Basic Plan, Appendices, incident-specific Annexes, and Attachments. The Basic Plan includes the purpose, scope, situations, assumptions, and concept of operations. It also includes a description of the organization and assignment of responsibilities, with direction, control, and coordination elements. It describes how communications, administration, finance and logistics work within the Plan.

The Appendices include Authorities, Policies and References, Acronyms and Key Terms, Emergency Support Function Overview, and a Summary of Major Incident Command System (ICS) Positions.

The Attachments include pertinent emergency-disaster resolutions, Intergovernmental Agreements, Finance Policy for Emergency Spending, Delegation of Authority, Sample Verbiage for State of Emergency & Local Disaster Declaration, Alamosa County Road Map and the Fire District Map for Alamosa County.

The Incident-specific Annexes describe considerations and responses for likely hazards including: Animal Response, Hazardous Materials, Mass Fatality, Public Health Emergencies, Severe Weather, Terrorism and Wildland Fire.

Incidents can quickly escalate into disasters requiring resources that are not usually available within individual agencies and standard Mutual Aid Agreements. The Plan is always activated and in use in one sense or another, but escalation due to a large-scale event may occur at any time and can be accommodated due to the flexible nature of the Plan.

## **3.0 County Description**

### **3.1 Geography**

Alamosa County's land area covers approximately 723 square miles. The County is the south-central part of the State of Colorado in the San Luis Valley. It encompasses over 540,000 acres of a varied topography of mountains, foothills, riparian corridors, and grasslands. Elevations range from a low of 7,543 feet on the valley floor to over 14,000 feet at the peak in the Sangre De Cristo Mountain Range.

The County's natural amenities accommodate a wide variety of residential categories ranging from agricultural and pastoral to remote mountain settings to city/suburban living. As of 2020, the County includes two incorporated municipalities including City of Alamosa, Town Hooper, unincorporated Mosca and Zapata. The City of Alamosa contains approximately 4,810 acres, United States Fish and Wild Life Services has 17,353 acres, United State Forest Service has 21,405 acres, National Park Service has 46,732 acres, Bureau of Land Management has 36,317 acres, Colorado Parks and Wildlife has 2,239 acres, and the State Land Board has 16,147 acres.

Alamosa County is home to the Great Sand Dunes National Park and Preserve containing around 150,000 acres. The large, main dunefield covers approximately 30 square miles. The Great Sand Dunes has the tallest dunes in North America.

### **3.2 Demographics**

The population of Alamosa County from the 2020 Decennial Census is estimated to be 16,376 persons. It is estimated that 14.7% of Alamosa County's population is 65 years or older and 13.3% of the population under the age of 65 has been identified with access and functional needs. Thousands of travelers/visitors from all over the world are attracted to Alamosa County and the San Luis Valley for summer and winter outdoor recreational opportunities each year. The combination of high hazard areas and large numbers of out-of-State visitors who are unfamiliar with local conditions and emergency response capabilities represent a unique emergency planning and response challenge to Alamosa County government.

## 4.0 Public Safety Services

### 4.1 Law Enforcement

Law enforcement services are provided by Alamosa County Sheriff's Office, Alamosa Police Department, Colorado State Patrol, Adams State University Police, Colorado Parks and Wildlife, Bureau of Land Management, National Park Service and other Federal Law Enforcement Agencies.

### 4.2 Fire Services

Fire protection services are provided in Alamosa County by four fire agencies. Alamosa County Fire Protection District, City of Alamosa Fire Department, Center Fire Protection District and Carmel Fire Protection District. The Alamosa County Fire Protection District is split between two response agencies, Alamosa County Fire Department, who covers the southern portion of the district and Mosca-Hooper Fire Department, who covers the northern portion. A map of the Fire Protection Districts can be found in Attachment 2.

### Emergency Operations Center

Alamosa County maintains an Emergency Operation Center (EOC) that provides resource support to field command during an incident. Many incidents can be managed in the field. However, complex incidents may require additional support and coordination capability from our EOC. Issues which increase the complexity of an incident include: multiple incident command posts, large geographic areas, and incidents that involve terrorism. Examples of such incidents that have occurred in Alamosa County include wildland fires which extend beyond one operational period, Salmonella Outbreak in the City of Alamosa's Water supply, and blizzards.

The EOC is directed by the EOC Manager. The EOC is organized by Branches: Operations, Planning, Logistics, and Finance & Administration. The organization of the EOC also includes some or all of the necessary Emergency Support Functions (ESF). Each Emergency Support Function is described in detail in the Functional Annex of this Plan.

The EOC provides a vital link in coordinating complex incidents involving multiple governmental jurisdictions. The EOC will be activated at the appropriate level to support the complexity of the incident. The level of activation will be determined by the OEM.

**Level 4 Activation:** This is day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.

**Level 3 Activation:** This is an OEM staff only activation. The EOC is opened and staff assumes basic roles in the EOC. This level of activation is used in the early phases of an incident that has the potential to grow into something large enough to require EOC coordination capability, but does not currently require it. The EOC is in a "leaning forward" mode, ready to call in additional staff if the situation escalates.

**Level 2 Activation:** The incident has grown and requires EOC coordination and support however, not all Emergency Support Functions (ESF) are required to manage the particular incident. OEM will determine which ESFs will be activated depending upon the incident. Alamosa County Department Heads and other agencies may be alerted for possible staffing requirements. The Emergency Management Director will take appropriate action after reviewing assessments and assemble an incident management team.

**Level 1 Activation:** The incident has grown to a level of complexity requiring support from all Emergency Support Functions (ESFs). Alamosa County Department Heads and other agencies will be alerted for possible staffing requirements. There will be discussion between Alamosa County Emergency Management Director, Alamosa County Commissioners, Alamosa County Administrator, and Alamosa Controller to determine the need to hire an Emergency Management Team to take over control of the EOC.

### 4.3 Utility Services

Electrical, water, wastewater, communications and petroleum fuels (transportation fuels, natural gas and propane) service are essential utility services that may be disrupted during a disaster. These services are provided by a variety of governmental and private service providers. These services are essential to the support of modern life and continuity. Service disruptions of more than a few hours often result in emergency conditions. Long term disruptions may result in disaster-emergency conditions in and of themselves. Natural and man-made disaster incidents also typically disrupt utility services. The restoration of essential public utilities is often a key incident response and recovery priority.

San Luis Valley Rural Electric Association (SLVREA) and Xcel Energy, Inc. are the two providers for the distribution of electrical energy in Alamosa County.

Water service in the County is provided by municipal, quasi-municipal water providers and private water utilities or associations. Water service within rural areas is typically provided by individual domestic wells. The majority of County residents depend upon pumped groundwater for their water supply. A disruption in electrical power service will affect water availability across broad expanses of the County within several hours to several days time. Several of the well sites have backup power supplies that may support a point-of-distribution approach during a disaster.

Wastewater treatment service is provided by the City of Alamosa, Mosca Wastewater Infrastructure or private septic systems. These facilities are somewhat resilient in that those large portions of the system are gravity-fed and the treatment plants have back-up systems for key components.

Local communications systems are susceptible to a disaster. There is diversity of providers for internet, cellular phone services, and land line telephone service. Cellular phone disruptions and overloads will be common during an emergency. The loss of communication capability will be a significant threat during disaster conditions.

Television services are provided by several air-wave broadcasters, satellite and cable providers. It is envisioned that disruptions will occur during a disaster but the extent and resiliency of the system is uncertain.

Alamosa County has the ability to send communications to individuals in the county by use of Integrated Public Alert Warning System (IPAWS), Reverse 911, and Smart 911. Some of these systems are opt-in, and some can be sent directly to the user of a phone system. No communication system will be able reach everyone that may be in the County at the time of the emergency, but use of multiple systems will help reach the most number of people.

Alamosa County uses Social Media Platforms to convey information to the community and visitors in Alamosa County, however, the individual must be following our Social Media Platforms to obtain that information that is released.

Alamosa County has over-the-air radio stations that broadcast daily and both on FM and AM frequencies. KRZA – 88.7, KHUI – 89.1, KFLQ – 89.5, KASF – 90.9 and 92.9 (Adams State University), KALQ – 93.5, KSLV – 96.5, KTML – 102.7, KSPK – 104.1, KGIW – 105.3 and 1450, KVCN – 106.5. There are other over-the-air radio stations that signals will reach into Alamosa County from the surrounding areas.

NOAA Weather Radio (NWR) is a nationwide network of radio stations broadcasting continuous weather information direct from a nearby National Weather Service office. NWR broadcasts National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day. Working with the Federal Communication Commission’s (FCC) Emergency Alert System, NWR is an “all hazards” radio network, making it a great resource for comprehensive weather and emergency information. NWR also broadcasts warning and post-event information for all types of hazards -- both natural (such as severe weather activity) and environmental (such as chemical releases). Alamosa County residents can access the NOAA Weather Radio, Pueblo transmitter, with frequency 162.475MHz.

## 5.0 Concept of Operations

### 5.1 Consequence Management

The principle of Preparedness, Response, Recovery, Mitigation & Prevention and Protection and is an all-hazards approach to Emergency Management.

Consequence management is the goal of all aspects of the Emergency Management and Homeland Security process as illustrated below.



Figure 1 - Emergency Management Structure

This plan is intended to apply during all hazards events that occur in Alamosa County and those occurring in a surrounding area that may affect Alamosa County citizens. These events are dynamic and demand a flexible, coordinated response and recovery effort tailored to the actual type of hazard. Response and recovery will apply the principles of “scalability” embodied within the Incident Command System, the National Incident Management System and this Plan. This Plan provides a framework for the coordinated efforts of Alamosa County and our response partners at the State and Local level to address the consequences of all-hazards incidents.

## 5.2 Phases of Emergency Management

- **Preparedness.** Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. In the context of the National Response Framework, preparedness is focused on actions taken in response to a threat or incident.
  - a. Development of plans and procedures, training, exercising and coordinated meetings with Alamosa County partners;
  - b. Evacuation and protective sheltering;
  - c. Implementation of structural and non-structural mitigation measures;
  - d. Use of an All Hazards risk assessment, predictive and plume modeling tools;
  - e. Private sector implementation of business and continuity of operations plans.
  - f. Mitigation activities which provide a critical foundation across the incident management spectrum from prevention through response and recovery.
  
- **Prevention.** Involves actions taken to avoid an incident or intervene to stop an incident from occurring. For the purposes of this plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.
  - a. Collect, analyze, and apply intelligence and other information;
  - b. Conduct investigations to determine the full nature and source of the threat;
  - c. Implement countermeasures such as inspections, surveillance, security and infrastructure protection;
  - d. Conduct tactical operations to interdict, preempt, or disrupt illegal activity; and to apprehend and prosecute the perpetrators;
  - e. Conduct public health surveillance and testing processes, immunizations, and isolation or quarantine for biological and agricultural threats;
  - f. Deter, defeat, detect, deny access or entry, and take decisive action to eliminate threats.
  
- **Mitigation.** Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain the damages to property or the environment. Measures may include:
  - a. zoning and building codes;

- b. floodplain property acquisitions,
  - c. home elevations or relocations,
  - d. analysis of hazard-related data.
- **Response.** Involves activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affected community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.
    - a. Search and rescue (rural/mountain);
    - b. Emergency shelter, housing, food, and water;
    - c. Emergency medical and mortuary services;
    - d. Public health, safety and continued surveillance;
    - e. Decontamination following a chemical, biological or radiological incident;
    - f. Removal of threats to the environment;
    - g. Emergency restoration of critical services (electric, gas/propane, water, sewer, telephone and fuel/oil service);
    - h. Transportation, logistics, and other emergency services;
    - i. Private sector provision of needed goods and services through contracts or donations;
    - j. Secure crime scene, investigate and collect evidence.
  - **Recovery.** Involves actions and the implementation of programs necessary to help individuals, communities, and the environment directly impacted by an incident return to normal. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, address environmental contamination, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs may include hazard mitigation components designed to avoid damage from future incidents.
    - a. Repair and replacement of disaster damaged public facilities including county roads, bridges, county buildings and schools;
    - b. Debris cleanup, removal and identification of recyclables, combustibles etc;
    - c. Temporary housing and other assistance for disaster victims;
    - d. Restoration of public services (electric, gas/propane services, water, sewer, telephone and fuel/oil);
    - e. Crisis counseling and behavioral health services through the SLV Behavior Health;
    - f. Planning and programs for long-term economic stabilization, community recovery and mitigation.

## 6.0 Hazard Vulnerability

Alamosa County has experienced natural and human caused disasters including floods, wildfires, winter storms, pandemics, wind storms and a Salmonella Water Disaster in 2008. Alamosa County continues to be vulnerable to a multitude of hazards.

1. **Flooding:** Flooding (flash and riverine). Historically Alamosa County has sustained flooding damage from the Rio Grande River and other tributaries within its jurisdiction. Riverine flooding, caused by rapid snowmelt, usually occurs in May and June. Flash flooding, usually caused by heavy, stationary thunderstorms, can occur anytime between the spring and fall seasons.
2. **Wildfires:** Wildfire, both natural and human-caused, is a risk to which the entire county is susceptible. The eastern portion of Alamosa County has the greatest risk of forestland fires within the Sangre De Cristo mountain area. Additionally the Rio Grande River drainage area and associated foliage is also susceptible.
3. **Severe Weather:** Winter storms in Alamosa County are rarely severe enough to overwhelm snow removal efforts, transportation, utilities, livestock management, and business and commercial activities. However, Alamosa County is susceptible to blizzards and annually experiences bitterly cold winter temperatures.
4. **Tornadoes:** Tornadoes are a rare occurrence in Alamosa County and the San Luis Valley Region. However funnel clouds and small tornados have been witnessed in the area with increasing reports in recent years. Alamosa County does experience reoccurring severe and damaging wind storms.
5. **Avalanche:** Winter snow pack presents the danger of avalanche, particularly in the backcountry mountainous areas including the Sangre De Cristo range. The increasingly heavy usage of the backcountry during winter months has heightened this ever present winter danger.
6. **Landslide:** Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowmelt, or heavy rains.
7. **Drought:** Even in high moisture years, San Luis Valley rainfall does not provide a consistent, dependable water supply throughout the year. Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment, and tourism.
8. **Earthquake:** Colorado is rated in the United States Geologic Survey National Earthquake Hazard Maps as having low to moderate earthquake risk. The Sangre De Cristo fault is the longest fault in Colorado. The fault marks the western side of the Sangre De Cristo Range and the eastern margin of the San Luis Valley and extends about 186 miles from Poncha Pass at the northern end of the San Luis Valley in Colorado to an area near Taos, New Mexico on the south. The USGS database shows that there is a 17% chance of a major earthquake within 32 miles of Alamosa, Colorado within the next 50 years. The largest earthquake within 100 miles of Alamosa, Colorado was 5.3 Magnitude in 2011.
9. **Utility/Energy Disruption:** Alamosa and the San Luis Valley Region receive electrical utility service from three companies through one corridor. There is no traditional electrical loop system for energy redundancy. A loss of electrical service to Alamosa County and the San Luis Valley during can be catastrophic for individuals and an economic agricultural disaster.
10. **Geomagnetic Storm:** A geomagnetic storm is a temporary disturbance of the Earth's magnetosphere caused by a disturbance in space weather. Associated with solar flares and resultant solar coronal mass ejections, a geomagnetic storm is caused by a solar shock wave and/or cloud of magnetic field which typically strikes the Earth's magnetic field three days after the event. The solar wind pressure on the magnetosphere and the solar wind magnetic field will increase or decrease depending on the Sun's activity. The solar wind changes modify the electric currents in the ionosphere, and the solar wind's magnetic field interacts with the Earth's magnetic field causing the entire structure to evolve. Magnetic storms usually last 24 to 48 hours, but some may last for many days. The Sun follows an 11-year cycle of high and low periods of solar activity; the next high

period is 2024. Smart power grids, GPS navigation, air travel, financial services and emergency radio communications may be rendered unusable after intense solar activity.

11. Dam Failure: Dam failure is a technological threat facing many communities. In the last 100 years at least 130 of the more than 2,000 dams in the State have failed. Alamosa County has no significant threat of dam failure within the jurisdiction.
12. Terrorism: Alamosa County is at risk for domestic and international terrorism incidents. These incidents could take the form of threats and hoaxes, chemical, biological, radiological, nuclear, small-scale conventional weapons or explosives, large improvised explosives, or cyber-attacks. As the economic hub of the six county San Luis Valley Region, Alamosa County may have an increased threat of terrorist acts.
13. Cyberterrorism: Alamosa County is at risk from cyberterrorism. Cyberterrorism is often defined as any premeditated, politically or financially motivated attack against information systems, programs and data that threatens violence or holding information hostage. Attackers try to damage or disrupt critical infrastructure.

Table 1 – Hazard Probabilities from Colorado Department of Homeland Security and Emergency Management (DHSEM)

	Avalanche	Drought	Earthquake	Flood	Landslide	Tornado	Wildfire	Winter storm	Geomagnetic Storm	Civil Disorder	Dam Failure	HazMat	Subsidence	Transportation	Utility/Energy Disruption	Terrorism
No. Central	1	1	2	3	3	3	3	3	3		3	3	1	3	3	
Northeast	1	2	1	3		3	3		3		3	2	2	2	2	
Northwest	3	3	1	2	3	2	2	2	3		3	3	2	3	3	
<b>San Luis</b>	<b>2</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>		<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>	
So. Central	2	2	2	2	2	3	3	2	3		2	3	3	3	3	
South	1	3	1	2	1	2	2	3	3		1	2	2	2	3	
Southeast	1	3	1	2	1	3	2	2	3		1	1	1	2	2	
Southwest	2	3	1	2	1	1	3	2	3		2	1	2	1	2	
West	3	2	1	2	3	2	3	2	3		2	2	3	2	2	

Probabilities

High - 3

Moderate - 2

Low - 1

NOTE: The San Luis Valley Region is especially susceptible to utility disruption or energy loss. This utility category in Table 1 is labeled as a “3” indicating a “high” probability of occurrence and should be considered as a priority.

**Alamosa County Risk Assessment (Credible worst-cast threat) based on**

## Alamosa County CEPA Report 2022.

Risk	Likelihood	Consequence	Relative Risk
Drought	Very High	High	20
Wildfire	Very High	High	20
Active Shooter/Threat	Medium	High	12
Animal Disease	Medium	High	12
Flood	Medium	High	12
Pandemic/Epidemic	Medium	High	12
Pest Infestation	High	Medium	12
Power Failure	Medium	High	12
Severe Winter Weather	High	Medium	12
Cyber Attack	High	Medium	12
Severe Wind	Very High	Low	10
Extreme Temperature Heat/Cold	Very High	Low	10
Civil Disorder/Disturbance	Medium	Medium	9
Thunderstorms and Lightning	Very High	Low	10
Erosion and Deposition	Medium	Medium	9
Dam and Levee Failure	Low	High	8
Explosive Attack/Bomb Threat	Low	High	8
Hail	High	Low	8
Infrastructure Failure	Low	High	8
Terrorist Attack	Low	High	8
Water Contamination	Low	High	8
Avalanche	Low	Medium	6
Hazardous Materials Release	Low	Medium	6
Tornadoes	Medium	Low	6
Chemical, Biological, and Nuclear Attack	Very Low	Very High	5
Dense Fog	Very High	Very Low	5
Radiological Release	Very Low	Very High	5
Wildlife-Vehicle Collisions	Very High	Very Low	5
Earthquake	Low	Low	4
Expansive Soils and Heaving Bedrock	Low	Low	4
Landslides, Mud/Debris Flows and Rock Falls	Low	Low	4
Radon (Rn), Carbon Monoxide (CO), Methane (CH4) Seeps	Low	Low	4
Mine Accidents	Low	Very Low	2
Subsidence & Abandoned Mine Lands	Low	Very Low	2

**Likelihood:**

- Very Low (1) - This event is not expected to occur within this county
- Low (2) - There is the potential for this event to occur, but it is very unlikely in this county.
- Medium (3) - This event could occur, but it generally does not happen with any regular frequency in this county (natural/accidental hazards) and current intelligence does not indicate that it is an imminent threat (for terrorism).
- High (4) - It is likely that this event will occur in this county based on historical precedence (natural/accidental hazards) or current intelligence reporting (terrorism threats).
- Very High (5) - This event is expected to occur, without questions, based on historical precedence in this county (natural/accidental hazards) or current intelligence reporting (terrorism threat).

**Consequence:**

- Very Low (1) - This event would cause virtually no impact on the people, responders, property and economy in this county.
- Low (2) - The impact of this event would be minimal on the people, responders, property and economy in this county; response could generally be done without mutual aid.
- Medium (3) - The impact of this event would be noticeable on the people, responders, property and economy in this county; mutual aid would likely be needed from other counties and/or the State.

- High (4) - The impact of this event would be very significant on the people, responders, property and economy in this county; significant mutual aid resources would be called in from surrounding counties, the State, and the Federal government.
- Very High (5) - This event would have a devastation (or potentially catastrophic) impact on the people, responders, property and economy in this county; all mutual aid networks (local, State, and Federal) would be immediately utilized and government functions would severely or wholly be compromised.

## 7.0 Assumptions

The potential disaster and emergency conditions that may occur have been considered in the development of this Plan and are as follows:

1. A major disaster or emergency will cause numerous fatalities and injuries, property losses, and disrupt normal life-support systems. It will have an impact on regional economic, governmental, and the physical environment, and social infrastructure in Alamosa County.
2. The extent of casualties and damage will reflect factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possible triggering of secondary events such as fires and floods.
3. The large number of casualties, heavy damage to buildings and basic infrastructure, and disruption of essential public services will overwhelm the capabilities of County-wide response and recovery agencies. In such incidents, the Board of County Commissioners and Towns and Cities within the County will declare an emergency or disaster. The State of Colorado, depending upon the size of the event, may also be overwhelmed and may seek assistance from other States and the Federal government. The President of the United States may approve a major disaster declaration making available public and individual assistance.
4. Transportation infrastructure will be damaged and transportation disrupted. Emergency responders may have difficulty reaching victims and evacuation routes may cause traffic backups slowing egress from damaged areas. The movement of emergency supplies may be impeded.
5. Damage to commercial telecommunications facilities may occur, slowing dissemination of information and reporting of persons needing help.
6. Public safety and general public (including cellular service, internet and land-line telephone access) communications may be limited or not available. It is expected that emergency radio communications including responder emergency communications, the Federal Emergency Alert System and ham radio communications may be limited.
7. Homes, businesses, public buildings, antenna sites, and other critical facilities may be damaged or destroyed. Public utilities will be damaged and either completely or partially inoperable.
8. Emergency response personnel will be victims of the emergency preventing them from performing their assigned emergency duties.
9. Many victims may be forced from their homes and large numbers of dead and injured may exist. Emergency medical services and transport ambulances may be in short supply. Medical and health care facilities that do remain open may be overwhelmed with medical care requests.
10. Vital utility services such as electrical power, water service and petroleum fuels will be severely restricted or may not be available.
11. Damage to fixed facilities that generate or use hazardous or toxic chemicals could result in the release of these hazardous materials into the environment.

12. Restaurants and grocery stores may not be able to supply food. Additionally, basic necessities, such as medicines, may be in short supply.
13. Volunteers may come from other areas to help, causing problems with accountability. Donated goods not presently needed may be dropped off.
14. Businesses in Alamosa County may have difficulty remaining open or providing paychecks to their employees.
15. Effective emergency operations require periodic training and exercising of all potentially involved personnel and agencies.
16. Departments and agencies across Alamosa County will need to respond on short notice to provide timely and effective assistance.
17. Alamosa County recognizes that it is vulnerable to human-caused and natural disasters. The potential damage that may be caused by a disaster increases proportionately with increased population levels.
18. A major emergency or disaster will overwhelm the capabilities of Alamosa County and municipal governments to provide prompt and effective emergency response and recovery. Resources in Alamosa County will be unavailable or in short supply.
19. Alamosa County government, cities and towns, and special districts will provide assistance and support to each other, within their ability, and will cooperate to ensure coordinated emergency operations are maintained.
20. In the event of an emergency/disaster in or near the county, all Alamosa County employees are expected to make every effort to be available to assist the County Administrator, Elected Officials and Department Heads to ensure the continued operation of any and all necessary County functions. This may mean being available to perform additional duties and hours beyond what is normally required.
21. Alamosa County Emergency Responders will make considerations for the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency in accordance with H.R. 3858 Pets Evacuation and Transportation Standards Act of 2006.

## **7.1 Countywide Emergency Management Assets**

### **The Alamosa County Administrator**

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

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

### **The Alamosa County Attorney's Office**

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

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

### **Alamosa County Emergency Management**

Alamosa County Emergency Management is responsible for all emergency management tasks and functions within the county:

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

### **Elected Offices**

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

### **Alamosa County Sheriff**

The Sheriff and the Director of Emergency Management are responsible for assuring that coordinated and effective emergency response systems are developed and maintained. The Alamosa County Sheriff is responsible for maintaining law and order throughout the County.

- Implementation of the Incident Command System (ICS), including determining locations of Incident Command Posts and establishing necessary positions and functions
- Determination of the need for population evacuations and provision of instructions to uniformed law enforcement, fire districts, and emergency medical personnel regarding the conduct of evacuation operations.
- Assessment of emergency conditions and determination of required levels of immediate assistance
- Coordinate with the Director of Emergency Management and the Incident Commander on situation assessment and recommendations to the County Administrator and County Commissioners concerning such needs as local disaster declarations, travel restrictions, curfews, or other temporary social restrictions.
- Review and update law enforcement mutual aid agreements to ensure county resources are available to the Incident Commander as needed.

- Act as the Fire Marshall on all wildfire incidents affecting unincorporated Alamosa County and those delegated by jurisdictions having authority when additional county assistance is needed. The Fire Marshall can issue a burn ban for all unincorporated Alamosa County and has responsibility for fire cause investigation for all fires.
- Implementation of available public warning measures
- Conduct and coordination of search and rescue operations
- Coordination of communications and provision of communications staff support for field command post(s)
- Coordination of volunteer amateur radio resources used for back up communications and additional radio frequencies
- Provision of law enforcement, traffic control, and access control within the disaster area(s) and in other areas of the county
- Provision of security at the Incident Command Post, Emergency Operations Center, temporary emergency shelters, and in evacuated and disaster-impacted areas
- Hazardous materials incident response and control in unincorporated areas of Alamosa County
- Hazardous materials planning, education, response and cleanup, in cooperation with Alamosa County fire districts/departments including the Office of Emergency Management
- Search and rescue services throughout Alamosa County are provided by the Alamosa County Search & Rescue Team, Inc. (ASAR). As a non-profit organization, it is sponsored through an agreement with the Alamosa County Sheriff's Office (ASO). ASAR volunteers are skilled individuals with wilderness, back-country and mechanized back country search and rescue, technical rope rescue, searches for missing persons, public evacuation assistance, evidence search teams, and disaster assistance. Downed and missing aircraft are located using the U. S. Air Force civilian auxiliary, the Civil Air Patrol (CAP), in close cooperation with the ASAR.

### **Alamosa County Assessor**

The Alamosa County Assessor is responsible for establishing and maintaining a system for damage assessment.

### **Alamosa County Clerk and Recorder**

The Alamosa County Clerk and Recorder is responsible for the safekeeping and maintenance of all essential and vital records.

### **Alamosa County Coroner**

The Alamosa County Coroner is responsible for all duties associated with deceased individuals in the county, including pronouncement of death, death investigation, notifications, autopsies, and body removal.

- Provision of the identification, verification and disposition of deceased victims.
- Protection of personal effects with the deceased at the time of death.
- Notification of relatives of the deceased.
- Conduct investigation regarding the cause and manner of death, including autopsy as required.
- Implement mass fatalities procedures as needed in the event of an emergency or disaster.
- Provision of expert personnel in scientific identification and all other services as needed.
- Provision of temporary morgue and mortuary services and acquire expanded mortuary services where required.

### **Alamosa County Treasurer**

The Alamosa County Treasurer is responsible for ensuring that the county is able to fund the ongoing needs of any emergency or disaster.

### **Municipal Chief Executive Officers (Chief Elected Officials)**

Municipal Chief Elected Officials have responsibility for the people within their jurisdiction as outlined in state statute and city/town ordinances and resolutions.

- Formal declaration of a local disaster or emergency and issuance of other official orders regarding population protection and temporary restrictions, including evacuation orders, establishment of curfews, and enactment of price controls.
- Notification to county Office of Emergency Management when a declaration is expected or signed to begin coordinating efforts
- Approval and commitment of city resources and funds for disaster/emergency response and recovery.
- Activation and management of municipal Emergency Operation Centers, where available.
- Establishment of intergovernmental liaison in multijurisdictional incidents, including coordination of emergency efforts with the Office of Emergency Management and participation as part of the County Policy Group.

### **Alamosa County Emergency Services Agencies**

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

#### **911 Communications**

Emergency communications includes the 911 communication centers within Alamosa County operated by Colorado State Patrol. This plan specifically addresses emergency communications as part of the county system. Alamosa County has an established relationship with Colorado State Patrol for the communication system and dispatchers to coordinate requested resources.

- Provide support to the Emergency Operations Center upon notification and ensure 24-hour staff coverage as needed and available.
- Maintain roster of all support agency contact persons, make necessary notifications, activate support agencies, as necessary, and maintain ongoing communications to support mission assignments.
- Coordinate the provision of all mutual aid resources to requesting parties outside of the county upon direction of the Incident Commander or the Emergency Operations Center Manager in accordance with appropriate resource request procedures and available assets.
- Ensure compliance with all local, state, and federal communications requirements.

#### **Emergency Medical Services**

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

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

#### **Fire Districts and Departments**

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

- Assume responsibility and response authority for structural and wildfires in their respective jurisdictions.
- Conduct all regularly assigned functions relating to fire prevention and suppression to include deployment of personnel and equipment.
- Establish an Incident Commander on all fire related incidents, and maintain continuous communication with the Emergency Operations Center or its Director.
- Provide assistance in all rescue operations, as needed or requested.
- Inspection of all damaged areas for fire and safety hazards.

- Assist the Sheriff's Office in disseminating information to the public, providing evacuation operations, providing fire security in evacuated areas, and providing fire protection for emergency shelters.

### **Amateur Radio Emergency Service**

Amateur Radio communication services are provided by the SLV HAM. ARES/AuxComm volunteers are highly skilled professionals who may coordinate communication actions during an incident. ARES/AuxComm assists with the dissemination of information to and from first responders, the general public, and other governmental entities. The team also can provide assistance with weather spotting and observing potential severe weather threats. It is coordinated through the Office of Emergency Management and provides a redundant backup communications platform in the EOC should other communication means be unavailable.

### **Emergency Operations Center (EOC) Team**

The Alamosa County Emergency Operations Center (EOC) is the central point of coordination and support to Incident Command in the field during a large scale emergency or disaster. The capabilities of the EOC are supported by a volunteer team comprised of members from governmental agencies across the county as well as subject matter experts from the community.

The EOC Team assists in the coordination of logistics, resources and information during large incidents in the county. The EOC Team is constructed of Branches (i.e. Management, Plans, Operations, Finance and Logistics) and Essential Support Functions (ESF's) with each ESF specializing in a specific area of disaster coordination and support. The EOC Team meets and trains on a regular basis to gain and maintain proficiency and readiness with EOC systems and practices. The EOC Team (Branches and ESFs) is activated on an as needed basis by the OEM Director or OEM Coordinator through an ascending tier of EOC activation levels. See EOC Policy and Procedures for staffing criteria.

### **Road and Bridge**

Alamosa County Road and Bridge department is responsible for the safe maintenance for all County Roads and culverts within Alamosa County. Road and Bridge is required to do snow removal and ensure all public school bus routes are primary and other roads secondary cleared from snow accumulation. Colorado Department of Transportation is responsible for the maintenance and snow removal from the State Highway System.

### **Airport**

San Luis Valley Regional Airport (ALS) is the primary airport for commercial air service as well as primary for air medical service. ALS provides Airport Rescue and Fire Fighting (ARFF) in addition to Alamosa Fire Department. ALS is a Part 139 airport to provide commercial airline service to Alamosa County and all of the San Luis Valley. ALS does their own snow removal with occasional assistance from Road and Bridge or Colorado Department of Transportation

### **Facility Services**

Alamosa County Facility Services is in charge of all of the maintenance of all of the county controlled real estate and fixtures. Facility Services has wide range of expertise and is utilized during an emergency to assist in the Emergency Operation Center.

### **Alamosa County Departments/Agencies Responsibilities**

All Alamosa County Departments/agencies will cooperate with each other in our continued and ongoing effort to mitigate the effects of a major emergency or disaster in Alamosa County.

1. General
  - a. Alamosa County shall maintain an emergency operations plan. Departmental/agency plans may delegate authority and assign responsibility to personnel within their agency. Each department is encouraged to work with, plan, exercise and train with the Alamosa County Director of Emergency Management.
  - b. Departments that have a lead role in an Emergency Support Function (ESF 3: Road and Bridge, ESF 8: Public Health, ESF 13: Law Enforcement etc.) will develop or assist in the development and maintain the appropriate attachments to this plan.
  - c. Alamosa County Departments/agencies will maintain detailed logs of personnel, equipment and other costs expended during emergencies or disaster operations.
  - d. All Alamosa County Departments/agencies will take the following general actions during emergency/disaster operations:
    - (1) Preparedness and Prevention Stages
      - (a) Elected Official, department/agency director, or designee will provide representation to the Alamosa County Emergency Operations Center (EOC) during activations or when requested by the Incident Commander, EM Director or BOCC. This lead agency director will represent all divisions and programs within their department and be empowered to make decisions and provide technical support as needed.
      - (b) Elected Official, department/agency director, or designee will develop and maintain department/agency plans, standard operating procedures (SOPs), and checklists that prescribe in detail how the department will implement its assigned responsibilities. Instructions will be included for notification of key personnel (call-down list), setting up 24-hour shifts and other appropriate measures. Plans and checklists will be written consistently with this Plan.
      - (c) Departments that have a lead role in an Emergency Support Function (ESF 3: Road and Bridge, ESF 8: Public Health, ESF 13: Law Enforcement etc.) will develop or assist in the development and maintain the appropriate attachments to this plan.
      - (d) Maintain a current resource database of all departmental/agency equipment, specialty personnel (translation etc.), and materials available to perform assigned functions.
      - (e) Ensure all personnel assigned specific functional responsibilities in support of this Plan are adequately trained and prepared to assume those responsibilities.
      - (f) Coordinate departmental/agency plans, procedures, and preparations with participating state, local, and private and volunteer agencies.
      - (g) Coordinate the release of departmental/agency emergency public information through the assigned EOC Public Information Officer or established Joint Information Center.
    - (2) Response Stage
      - (a) Implement departmental/agency emergency plans and procedures, as appropriate and when requested by emergency management or BOCC.
      - (b) Alert personnel and mobilize resources as appropriate.
      - (c) Upon request, provide departmental/agency director, designee or lead to Alamosa County Emergency Operations Center.
      - (d) Coordinate emergency response activities in accordance with incident command system structure with Alamosa County EOC and/or Emergency Management Department.
      - (e) Coordinate the release of departmental/agency emergency public information through the assigned EOC Public Information Officer or established Joint Information Center.

- (f) Assist in assessing and reporting damages to any Alamosa County owned facility or property under departmental jurisdiction. Report this information to the Alamosa County EOC.
  - (g) Record and report to Alamosa County EOC all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.
- (3) Initial Recovery Stage
- Upon request, provide personnel, equipment and other required resources to support initial relief operations.
- (a) Coordinate recovery activities in accordance with incident command system structure with Alamosa County EOC and/or Emergency Management Department.
  - (b) Coordinate the release of departmental/agency emergency public information through the assigned EOC Public Information Officer or established Joint Information Center.
  - (c) Record and report to Alamosa County EOC all costs incurred in carrying out recovery operations. Best practices must be followed on all financial/logistical record keeping.

## 2. Emergency Support Functions

- a. Emergency Support Functions (ESFs) represent types of assistance activities Alamosa County may need regardless of the nature of the disaster or emergency. There are 15 national and state ESF's that will be defined below. However, due to Alamosa County's rural nature, staffing or having a designated lead county ESF Department for each of the fifteen functions is not likely. Therefore, ESF leads may include SLV regional/shared agencies. ESF's may have a Lead, Secondary Lead or Support role during any incident.

- (1) **Lead** - Responsible for planning, coordinating and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements. May develop and maintain an ESF annex to this plan.
  - (2) **Supporting** - Those assigned a supporting role for a given ESF will cooperate with the lead department/agency in carrying out the assigned missions and will participate in emergency operations plan development, training, and exercising.
- b. Departments not assigned to specific Emergency Support Functions will serve as a reserve of material and personnel resources, which may be required to perform previously unassigned tasks or supplement other response agencies.
  - c. Specific supporting role functions will be assigned to volunteer and/or private organizations who, by their state or national charter are committed to providing disaster response/relief assistance (SLV Red Cross).

**Table 3 - ALAMOSA COUNTY EMERGENCY SUPPORT FUNCTIONS ASSIGNMENT MATRIX**

ALAMOSA COUNTY AGENCIES	
ESF 1 - Transportation	
ESF 2 – Communications	
ESF 3 - Public Works & Engineering	
ESF 4 - Firefighting	
ESF 5 – Emergency Management	S
ESF 6 - Mass Care, Health & Human Services	S
ESF 6a - Care of Companion Animals	
ESF 7 – Resource Support	F
ESF 8 – Public Health and Medical Services	S
ESF 8a – Behavioral Health	S
ESF 9 –Search and Rescue	
ESF 10 – Oil and Hazardous Materials Response	
ESF 11 – Agriculture and Natural Resources	
ESF 12 - Energy	S
ESF 13 – Public Safety and Security	
ESF 14 – Long Term Community Recovery	S
ESF 15 – External Affairs	S
Administration	

ALAMOSA COUNTY AGENCIES	ESF 1 - Transportation	ESF 2 – Communications	ESF 3 - Public Works & Engineering	ESF 4 - Firefighting	ESF 5 – Emergency Management	ESF 6 - Mass Care, Health & Human Services	ESF 6a - Care of Companion Animals	ESF 7 – Resource Support	ESF 8 – Public Health and Medical Services	ESF 8a – Behavioral Health	ESF 9 –Search and Rescue	ESF 10 – Oil and Hazardous Materials Response	ESF 11 – Agriculture and Natural Resources	ESF 12 - Energy	ESF 13 – Public Safety and Security	ESF 14 – Long Term Community Recovery	ESF 15 – External Affairs
SLV Airport	S			S	S	S		S	S		S	S		S	S		
County Assessor					S	S		S								L	
County Attorney					S			S	S				S	S	S	S	S
BOCC	S		S		S	S		S	S			S	L	S	S	L	L
Facilities Management	S		S		S	S		S	S			S	S	S	S	S	
County Clerk					S	S										S	S
County Coroner						S		S	S		S				S		
Emergency Management	S	S	S	S	L	S	S	S	S	S	S	S	S	S	S	S	S
Human Services					S	L	S	S	S	S							S
Land Use			S		S			S				S	S	L		S	
Public Health					S	S			L	S		S				S	
Sheriff's Office	L	S		S	S	S		S	S	S	S	S			L	S	
Road & Bridge	S		L	S	S			S				S				S	
Search & Rescue		S			S	S		S			L				S		
County Surveyor					S								S	S		S	
County Treasurer					S	S		S								S	
Veterans Affairs	S				S			S									
<b>SHARED REGIONAL</b>																	
Adams State University	S				S	S		S							S		S
Alamosa Police	S	S		S	S	S		S	S	S	S	S			S	S	

ALAMOSA COUNTY AGENCIES																	
	ESF 1 - Transportation	ESF 2 – Communications	ESF 3 - Public Works & Engineering	ESF 4 - Firefighting	ESF 5 – Emergency Management	ESF 6 - Mass Care, Health & Human Services	ESF 6a - Care of Companion Animals	ESF 7 – Resource Support	ESF 8 – Public Health and Medical Services	ESF 8a – Behavioral Health	ESF 9 – Search and Rescue	ESF 10 – Oil and Hazardous Materials Response	ESF 11 – Agriculture and Natural Resources	ESF 12 - Energy	ESF 13 – Public Safety and Security	ESF 14 – Long Term Community Recovery	ESF 15 – External Affairs
Alamosa Seniors	S					S										S	
Alamosa Schools	S					S											
Behavioral Health					S	S			S	L					S	S	
Brand Inspector					S		S						S				
CART: Animal Response					S	S	L									S	
Citizen Corps	S				S		S		S	S						S	
CDOT	S		S		S			S				S					
Colorado State Patrol	S	S		S	S	S	S	S	S		S	S/L			S	S	S
CSU Extension					S	S	S						L			S	
EMS: Alamosa Ambulance	S			S	S	S					S				S		
EOC Committee		S			S	S		S	S		S	S	S	S	S	S	
EPR		S			S	S		S	S	S					S	S	S
Fire				L	S										S	S	S
HAZMAT SLV				S	S			S				L			S		
Homeland Security		S			S	S		S	S		S				S	S	S
Intelligence Analyst		S			S			S	S						S	S	
Interoperable Communications Committee		L			S			S	S		S				S		
La Puente	S					S			S							S	
Medical Reserve Corps					S	S	S	S	S	S						S	
Red Cross				S	S	S	S	S	S	S	S				S	S	
RETAC	S			S	S	S		S	S								

ALAMOSA COUNTY AGENCIES	ESF 1 - Transportation	ESF 2 – Communications	ESF 3 - Public Works & Engineering	ESF 4 - Firefighting	ESF 5 – Emergency Management	ESF 6 - Mass Care, Health & Human Services	ESF 6a - Care of Companion Animals	ESF 7 – Resource Support	ESF 8 – Public Health and Medical Services	ESF 8a – Behavioral Health	ESF 9 –Search and Rescue	ESF 10 – Oil and Hazardous Materials Response	ESF 11 – Agriculture and Natural Resources	ESF 12 - Energy	ESF 13 – Public Safety and Security	ESF 14 – Long Term Community Recovery	ESF 15 – External Affairs
Alamosa Regional Communications Center		L		S	S			S			S	S			S		
SLVRMC: Hospital					S	S		S									
SNS/RTP Committee	S				S	S		S	S								
Trinidad State Junior College	S		S		S	S		S								S	S

**L= Lead; S=Supporting**

### 7.3 Coordination with Other Agencies

#### Coordination with Local Agencies

Alamosa County Office of Emergency Management will coordinate with municipalities and other counties through the Emergency Operations Center (EOC). As an incident grows, the EOC works with Dispatch to coordinate and track resources that are brought in from other governments. In multi-County events, Alamosa County may also request liaison representatives from other counties to correspond with the EOC for enhanced coordination.

#### Coordination with State and Federal Agencies

Should an incident require State and/or Federal resources, Alamosa County Office of Emergency Management will coordinate these resources through the EOC. Complex incidents which cross County lines may require activation of the State Emergency Operations Center (SEOC). Alamosa County Office

of Emergency Management will request activation of the State Resource Mobilization Plan and will coordinate with the Division of Homeland Security & Emergency Management for State and Federal level resources. The Colorado Division of Homeland Security & Emergency Management may request Federal level assets on behalf of Alamosa County Office of Emergency Management. These resources may be ordered through WebEOC to fill resource requirements for Alamosa County Office of Emergency Management.

For wildland fire incidents exceeding local capabilities, additional resources may be ordered following local protocols and the process contained in the Alamosa County Operating Plan (OP) developed with Colorado Division of Fire Prevention and Control.

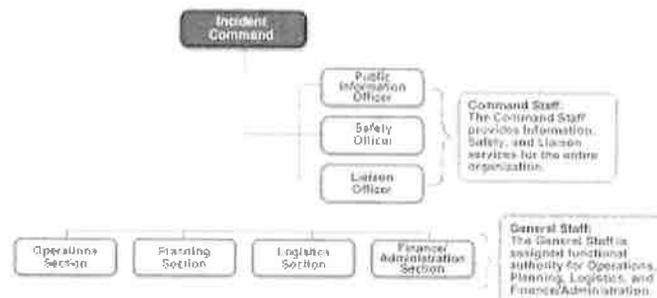
## 8.0 Organization & Responsibilities

### 8.1 General Organization

All incidents will be organized using the National Incident Management System (NIMS) and the Incident Command Structure (ICS). This includes both activities that occur at the incident scene and those that occur in the Emergency Operations Center (EOC). In all likelihood, the incident will start in the field and an Incident Command Post (ICP) will be established. As the incident expands and resource requirements escalate, the EOC will open and provide support to the ICP. Depending upon type, location, and duration of the incident, agency jurisdiction may transfer authority for the incident pursuant to a Delegation of Authority. In many instances, the role of Alamosa County will be one of support and assistance to the Agency Having Jurisdiction (AHJ) via the EOC.

### 8.2 Field Organization

ICS will be established by the first arriving units in the field. An Incident Commander assumes command of the scene and assigns positions within the ICS as the incident evolves. The basic Command and General staff structure is as follows:



**Figure 2 - Basic Incident Command & General Staff Structure**

The ICS structure may be expanded to include Branches and Divisions, as needed. An Intelligence Officer may also be added to the Command Staff. Depending upon the complexity of the incident, a written Incident Action Plan may be necessary.

The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. The Incident Commander:

- Takes policy direction from the Agency Administrator.
- Designates additional ICS positions to cover specific responsibilities as the incident structure expands.
- Ensures the safety of incident responders and the public.

- Provides incident and public safety information to internal and external stakeholders.
- Establishes and maintains liaison agencies participating in the incident.
- Establishes incident objectives.
- Coordinates resource requests through the EOC when the center is activated.
- If needed, directs the development of the Incident Action Plan.

### 8.3 Unified Command

An Incident Command Structure (ICS) may be expanded to include Unified Command (UC) for complex responses, which often require multi-agency resources. When it becomes necessary to establish a UC, the UC replaces the Incident Commander function and becomes an essential component of an ICS. The UC provides the organizational management tool to facilitate and coordinate the effective involvement of the various agencies; it creates the link between the organizations responding to the incident; and provides a forum for these agencies to make decisions in a collaborative fashion. The UC is responsible for filling each of the major management responsibilities of the ICS referenced above. The Unified Command Structure is referenced in Figure 3.

### UNIFIED COMMAND



Figure 3 - Unified Command Structure

### 8.4 Emergency Operations Center (EOC) Organization

The EOC Manager has wide authority to establish and maintain a structure within the EOC that best meets the needs for assistance and resource management support for Incident Command. In addition to supporting the IC/ UC, another role of the EOC Manager is providing information to the Agency having Jurisdiction via the Agency Administrator and/or the Policy Group.

- ESF 1: Transportation
- ESF 2: Telecommunications & Information Technology
- ESF 3: Road & Bridge and Engineering
- ESF 4: Firefighting
- ESF 5: Emergency Management
- ESF 6: Mass Care
- ESF 7: Resources & Logistics

ESF 8: Public Health  
ESF 9: Search & Rescue  
ESF 10: Hazardous Materials  
ESF 11: Animal Issues  
ESF 12: Public Services Restoration  
ESF 13: Law Enforcement  
ESF 14: Recovery  
ESF 15: Public Information

## **9.0 Incident Direction, Control & Coordination**

### **9.1 Coordination between the ICP and EOC**

The Incident Command Post (ICP) coordinates activities at the scene of the incident. The Emergency Operations Center (EOC) acts in support of the ICP, multiple ICPs, or Unified Command (UC) during a large or complex incident. The EOC receives and fulfills requests for resources and information from the ICP. The EOC staff does not make tactical decisions for the ICP. Tactical decisions are made by the staff at the ICP. The EOC must maintain broad situational awareness for the event and provide information to the ICP so that optimal decisions can be made in the field. The EOC coordinates with other EOCs that may be involved in the incident as well as Federal, State and local partners. This allows the ICP to focus attention on the tactical and strategic requirements needed to suppress and/or mitigate the incident. Alamosa County may need to integrate other jurisdiction's EOP's to coordinate during a

Coordination will occur between the ICP and EOC through the EOC Manager and the Branch Chiefs with their counterparts at the ICP. Depending upon the circumstances of the incident, Office of Emergency Management may send a Liaison to the ICP to assist with coordination.

### **9.2 Disaster Intelligence**

Information-sharing is a critical component during a disaster. This includes both intelligence and other information. Information is shared internally through the Emergency Operations Center (EOC) at regular briefings. Information is shared with external agencies through communication from the EOC staff. When an incident requires the sharing of intelligence, the EOC will staff the Intelligence/Information Officer position. The Intelligence/Information Officer will serve as the point of contact and distribution mechanism for intelligence that is received from the Incident Command Post (ICP) to the appropriate agencies at the direction of the ICP, including the Colorado Information Analysis Center (CIAC).

### **9.3 Communications Systems**

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

- Radios: 700/800 MHz and VHF radios will be used. The choice between 700/800 MHz and VHF is a tactical decision made at the ICP, and is based upon which system functions the best within a particular geographical/topographical area. There are areas within the County that 700/800 MHz radios have poor coverage and VHF is the better option. In other areas of the County, 700/800 MHz radios provide better coverage. Channels and frequencies will be chosen based upon the incident and responding jurisdictions.
- Landlines, cellphones, satellite phones & pagers: Phones are used routinely to communicate both in the field and in the EOC.
- Amateur Radio Emergency Services (ARES)/Auxiliary Communications (AuxComm): ARES/AuxComm is used as a backup communication system both in the field and in the EOC.

The EOC has a permanent workstation set up for ARES/AuxComm personnel to facilitate this capability.

- Incident Dispatch Team (IDT): Facilitates incident communication in the field in coordination with the ICP.
- Mobile Command Post (MCP): Alamosa County has an MCP which is equipped to facilitate communication and incident command.

## 9.4 Joint Information System and Center

In large scale, multi-jurisdictional events, coordination of public information and media interaction is critical and is a function of a Joint Information System (JIS). The JIS may be a virtual organization in which the Public Information Officers (PIOs) of various organizations collaborate via telephone, e-mail or other electronic modes. If a physical location is established for the JIS, it is denoted as the Joint Information Center (JIC). If needed the EOC Manager, in coordination with the ICP will activate the JIS/JIC, which can be a physical location or virtual depending upon the incident. Essential elements of JIS/JIC operation are the delivery of uniform and timely emergency and public safety messages. The IC-PIO is responsible for all PIOs and for the approval of all information releases from the field under the direction of the IC.

# 10.0 Incident Administration & Authority

## 10.1 Policy Group

The ultimate responsibility for the response to and recovery from an emergency or disaster rests with elected officials. FEMA guidance states that:

The Executive/Senior Official (elected official, city/county manager, agency administrator, etc.) is responsible for the incident. In most jurisdictions, responsibility for the protection of the citizens rests with the chief elected official. Along with this responsibility, by virtue of their office, these people have the authority to make decisions, commit resources, obligate funds, and command the resources necessary to protect the population, stop the spread of damage, and protect the environment.

**It is important to note that the term “responsibility” from the FEMA reference above, does not translate into a command role that oversees on-scene incident operation by the Agency Administrator or Elected Official.**

Complex, inter-jurisdictional incidents may require activation of the Policy Group, which consists of elected and appointed officials, as well as executives from the Agency Having Jurisdiction (AHJ), mutual response agencies, affected local governments, districts, and infrastructure providers. The Board of Alamosa County Commissioners (BOCC) leads this group on behalf of the County entities, when the County is the AHJ. The AHJ Elected Official(s) maintain responsibility for the incident.

Other members of the County Policy Group include the Alamosa County Sheriff, Treasurer, Assessor, Clerk and Recorder, Coroner, and other elected officials. The County Administrator and their succession line are also included in the Policy Group. At any time during an event, this group can expand to include additional agency administrators and elected officials appropriate for inclusion in decisions made relating to policy and fiscal needs for the incident. If a disaster occurs within an incorporated area of the County, the Policy Group works in a collaborative environment to coordinate declarations and community response. It is important to note that an incorporated area must declare a Local Disaster in order to receive reimbursement from the State or Federal government. The BOCC will support a municipal declaration with County-appropriate action.

The Policy Group coordinates and issues formal requests to the Colorado Governor's Office via the Department of Public Safety, Division of Homeland Security & Emergency Management (DHSEM). DHSEM may assist the Policy Group during the process of declaring a Local Disaster for the purpose of obtaining State and/or Federal assistance.

During a wildland fire incident, the Colorado Division of Fire Prevention and Control (DFPC) may be delegated oversight for the incident. Further, the DFPC will coordinate with the DHSEM on behalf of the County for the Local Disaster declaration and procedural assistance with the FEMA Fire Management Assistance Grant, if the incident qualifies for this funding. Additionally, procedures for accessing the Emergency Fire Fund (EFF), if the incident qualifies for this funding, will be followed and coordinated per the guidelines set forth in the Operating Plan (OP), adopted each year by the Board of County Commissioners.

The Policy Group and the EOC closely coordinate and share situational information for briefings and situational reports. The coordination between the Policy Group and EOC may be facilitated by the Policy Group Liaison. The Policy Group:

- Provides strategic guidance on priorities and objectives based on situational needs, this Plan, and the Recovery Plan.
- Ensures that adequate financial resources are available to support the response to the incident and recovery from a disaster.
- Maintains accurate records of all correspondence and decisions within the Policy Group.

During a complex, extended incident, the Policy Group becomes a key element within the formation of a Multi-Agency Coordination System (MACS). The formation of a MACS implies an incident with a growing scope and complexity that necessitates a larger network for coordination of numerous agencies and entities and their elected officials and Agency Administrators.

## **10.2 Agency Administrator**

The Agency Administrator (AA) is an Incident Command System (ICS) term for the person within an agency or jurisdiction that has responsibility for an incident or planned event. Other terms that have been used but which are not as common in ICS include Agency Official or Executive. For Alamosa County, the Agency Administrator is the Chair of the Alamosa Board of County Commissioners and has full authority to act on behalf of the Board of County Commissioners during a declared State of Emergency and/or Local Disaster. The authority provided for the Chair of the Alamosa Board of County Commissioners is through the Alamosa County Disaster Emergency Resolution (Attachment 1). As the Agency Administrator can't be available at all times, the Chair of the County Commissioners may assign a key staff officer or representative to perform as the conduit between the IC and the AA. An AA Representative may receive a Delegation of Authority to clarify their role during the incident.

The Agency Administrator provides the Incident Commander with:

- Policy
- Mission
- Direction
- Authority

Duties during an incident that the Agency Administrator is responsible for include:

- Determining Incident Complexity
- Assigning Qualified Personnel
- Clarifying Authority
- Establishing Management Objectives
- Brief the incoming Incident Commander, Area Commander or Incident Management Team
- Complete an Incident Situation Analysis

- Assign an Area Commander, if needed
- Supervise the Incident Commander and Monitor Performance
- Ensure EOC functions and MACS are properly staffed

The Agency Administrator is generally not at the incident and operates from their primary office of the agency, at the jurisdictional EOC, or at a multi-agency coordination group location as a functional agency representative or representing a political subdivision in a regional situation.

### **10.3 Incident Response Finance**

The Agency Having Jurisdiction (AHJ) is responsible for the cost of the incident. The Alamosa County Delegation of Authority will specify financial responsibility for the incident by operational period as well as any financial constraints.

Expenditures are tracked from the onset of an incident. The proper Incident Command System (ICS) forms will be used at the ICP and at the EOC to track expenditures to optimize the full potential reimbursements from any applicable funding source.

County expenditures will be routed through the Alamosa County Finance Department. Receipts will be maintained for reimbursement and audit purposes. If a disaster is declared, Finance will pursue all potential sources for funding reimbursement. Wildland fire incidents that may qualify for funding through the Wildfire Emergency Response Fund (WERF) and/or the Emergency Fire Fund (EFF) will be managed by the Colorado Division of Fire Prevention and Control (DFPC). The DFPC will assist with completing the appropriate paperwork for reimbursement purposes. It is important to recognize that both County and State damage thresholds must be met before Federal disaster assistance is available.

The Alamosa County Finance Department has created the Emergency and Disaster Finance Policy (Attachment 5), revised August 2015, to ensure the proper and efficient process of specific governmental functions relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergency conditions, a State of Emergency and/or a Local Disaster declaration.

### **10.4 Logistics**

Resource ordering will be coordinated through Logistics. If available, the Incident Dispatch Team will deploy and report to the Logistics Section Chief at the ICP. Logistics will track resources as they are ordered and confirmed deployed.

### **10.5 Delegation of Authority for Transfer of Incident**

The transfer of management authority for actions during an incident is done through the execution of a written Delegation of Authority from the Fire District to the Sheriff and County and from the Sheriff and County to the Incident Commander of an Incident Management Team or another agency. An example of another agency is the Colorado Division of Fire Prevention and Control (DFPC), should the incident be a wildland fire and qualify for funding from the Emergency Fire Fund (EFF). A Delegation of Authority should include the following:

- Legal Authorities & Restrictions
- Financial Authorities & Restrictions
- Reporting Requirements
- Demographic Overview & Potential Issues
- Political Implications
- Agency or Jurisdictional Priorities

- Plan for Public Information Management
- Process for Communications
- Plan for Ongoing Incident Evaluation

The Delegation of Authority procedure facilitates the transition between incident management agencies. The Delegation of Authority is part of the briefing package provided to an incoming Incident Management Team or agency. The Alamosa County Delegation of Authority and the Alamosa County Delegation of Authority Addenda is provided in Attachment 4.

For Alamosa County, authority to delegate to another Incident Commander of an Incident Management Team (IMT), Agency, or to receive authority for oversight and financial obligation of an incident requires the following approval by position:

- Chair of the Alamosa Board of County Commissioners
- If the chair of the Alamosa Board of County Commissioners is unavailable, the line of succession of authority shall be delegated by seniority of the office of the remaining two Commissioners. If none of the three BOCC members are available the County Administrator shall be delegated this authority. In the event all members of the BOCC and the County Administrator are unavailable/absent, that Alamosa County Attorney shall be delegated this authority. Should all the aforementioned officials be absent and unavailable, the Alamosa County Emergency Manager will be delegated this authority. The Alamosa County Emergency Manager shall coordinate, cooperate and work with available department heads acting in the best interests of Alamosa County and our residents. In all cases, the Alamosa County Chief Financial Officer (CFO/Controller) shall be included and coordinated with when any resources are dedicated to the response.

It is important to note that the Alamosa County Operating Plan (OP) for wildland fires allows for certain delegations to State and Federal officials under certain circumstances. A Delegation of Authority may be made by the County to and from the Colorado Division of Fire Prevention and Control, for active fires being considered for the Colorado Emergency Fire Fund (EFF).

The Alamosa County Emergency Delegation of Authority Resolution (EDAR, Attachment 4) details the authority given to a Commissioner and the County Administrator during emergency conditions, a State of Emergency and/ or a Local Disaster, including the ability to declare a State of Emergency and/or a Local Disaster, transfer and delegate authority, and have access to the County Emergency Disaster Funds allocated annually in the budget for Alamosa County Government (Emergency and Disaster Finance Policy, Attachment 3).

## **10.6 State of Emergency and Local Disaster Declaration**

The Board of County Commissioners may choose to declare a State of Emergency and/or a Local Disaster to include affected areas in Alamosa County. The BOCC shall work cooperatively with all affected jurisdictions and work in support of its governmental partners when an emergency or disaster occurs within the County.

### **10.6.1 State of Emergency**

The Chair of the Alamosa Board of County Commissioners may issue a State of Emergency for Alamosa County. If the chair of the Alamosa Board of County Commissioners is unavailable, the line of succession of authority shall be delegated by seniority of the office of the remaining two Commissioners. If none of the three BOCC members are available the County Administrator shall be delegated this authority. In the event all members of the BOCC and the County Administrator are unavailable/absent, that Alamosa County Attorney shall be delegated this authority. Should all the aforementioned officials be absent and unavailable, the Alamosa County Emergency Manager will be delegated this authority.

The authority to issue a State of Emergency may be electronically submitted by any of the above authorized individuals via email, phone or facsimile. This is a condition that provides for the notification of

all elected officials, appointed officials, department heads, and municipal officials that an emergency event is in progress.

A State of Emergency is a means of communicating to the public, media, County personnel, and other potentially affected local governments that there is a serious situation that extends significantly beyond normal day to day operations.

Issuing a State of Emergency is specific to Alamosa County only and does not affect or initiate emergency assistance from the State of Colorado or Federal government. Emergency response agencies will initiate requests for mutual aid pursuant to their standard operating procedures. A State of Emergency may be a prelude to a Local Disaster declaration, however it is not required. It is a subjective point between normal routine operations and a declared Local Disaster.

### **10.6.2 Local Disaster Declaration**

In Colorado, a Local Disaster may be declared only by the principal executive officer of a political subdivision (C.R.S. § 24-33.5-709). For Alamosa County, the Chair of the BOCC serves as the principal executive officer. In the Chair's absence, the declaration may be done by the Vice-chair, Commissioner, County Administrator, County Attorney, or Emergency Manager in that order. Likewise, the Mayor or City/Town Manager of a municipality may declare a Local Disaster for events that occur within their respective municipality.

The purpose of a Local Disaster declaration is to activate the response and recovery aspects of applicable local and inter-jurisdictional disaster plans and to authorize the furnishing and funding of assistance. A Local Disaster declaration should be issued when resources are expected to be seriously depleted and there is potential danger to people due to an emergency incident. Official notification and declaration of the event by the BOCC or the County Administrator is crucial to effective mutual-aid response from the Federal, State and local governmental agencies. A Local Disaster declaration may trigger future administrative policies and financial mechanisms.

Local Disaster declaration is necessary for extensive State or Federal assistance. It is not necessary for limited resources, but it is necessary for more than what a single Federal or State agency may be able to provide through their local office.

A Local Disaster declaration may not exceed seven days except when an extension is granted through consent of the BOCC (C.R.S. § 24-33.5-709).

A Local Disaster Declaration can be varied and the criteria that FEMA has provided with input from Federal Disaster Law "restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for Federal supplemental aid."

FEMA assesses numerous factors which assist in determining severity, magnitude, and impact of a disaster event, and include, but are not limited to:

1. Amount and type of damage (e.g. number of homes destroyed)
2. Impact on the infrastructure of affected areas or critical facilities
3. Imminent threats to public health and safety
4. Impacts to essential government services and functions
5. Unique capability of the Federal government
6. Dispersion or concentration of damage
7. Level of insurance coverage in place for homeowners and public facilities
8. Assistance available from other sources (Federal, State, Local, Voluntary Organizations)

9. State and Local resource commitments from previous, undeclared events

10. Frequency of disaster events over recent time period

The nature of disasters and their unique circumstances, the unexpected timing, and varied impacts makes the complete listing of factors to include in a Local Disaster declaration limitless...the above list is inclusive of the most primary considerations. A sample of a Local Disaster declaration can be found in Attachment 1.