

EVACUATION AND RE-ENTRY ANNEX

LEAD AGENCY: Larimer County Sheriff's Office

SUPPORTING AGENCIES: Larimer County Office of Emergency Management, Larimer Health and Environment, Fire Agencies, EMS Agencies, Road and Bridge, Search and Rescue, Larimer Humane Society, Larimer County Sheriff's Posse, Horseman's Association, Colorado State Patrol, Colorado Department of Transportation, Colorado State Forest Service, State Parks and Wildlife, U.S. Forest Service and American Red Cross.

I. PURPOSE

The purpose of this annex is to ensure the safe and orderly evacuation of people threatened by hazards in Larimer County, and to provide for the safe re-entry of the affected area. This annex outlines provisions to quickly evaluate and assess the immediate human and animal needs (food, water, health / medical, and housing), the operational status of vital community infrastructure (transportation, communications and utility systems), and to assist impacted localities with the restoration of essential services.

II. SCOPE

This annex adopts an all-hazards approach to preparing for and managing evacuations. It establishes a methodology that is applicable to any threat, hazard, or event that results in the need to evacuate. This Annex includes all areas of unincorporated Larimer County including public land areas. Evacuation of the entire county is quite unlikely to the point it is difficult to generate probable scenarios leading to such an event. As such, this annex provides considerations for the evacuation of populations affected by large or small incidents within Larimer County.

III. AUTHORITY

C.R.S. 24-33.5-700 Colorado Disaster Emergency Act outlines the powers of local and state governments to respond to emergencies and disasters, including the authority to evacuate residents and visitors in order to provide for public safety. Evacuation orders of local authorities and Sheriffs are enforced by criminal sanctions, and a person disobeys an evacuation order at his or her own peril. This authority was backed by an official Attorney General Opinion on June 27, 2002.

IV. SITUATION AND ASSUMPTIONS

Larimer County is capable of supporting isolated or minor evacuations and supporting municipalities through existing agreements. However, a large event, either within Larimer

or the region, may necessitate regional or state support. These events will require actions and support by many agencies, multiple local jurisdictions and nongovernmental organizations.

Planning Assumptions

- The primary means of evacuation for most individuals will be personal vehicles. Individuals who rely on other means of transportation (carpool, vanpool, public transportation, etc.) may require assistance in evacuating.
- Individuals with access and functional needs or people with disabilities may require evacuation assistance and/or transportation coordination.
- Spontaneous evacuation will occur.
- Some individuals will resist an order to evacuate.
- Residents will utilize all available public information sources to acquire emergency information.
- More than one incident could cause evacuation.
- 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 disasters.
- There is a potential that public transportation and roadways could be disrupted or damaged. This will demand maximum flexibility in responses.
- Dissemination of information to the public is essential to gaining control of the situation, reducing fears and implementing an organized effort for evacuation.
- Tourist and Business Travelers – Adequate rental cars may not be available in a large-scale evacuation from a tourist area for tourist and business travelers.
- It may be difficult to locate and inform seasonal and homeless populations, and to estimate the scope of the transportation requirements
- Information that is available to the public may be conflicting amongst various sources and may cause credibility issues with official information sources
- Some percentage of the population automatically assigns suspicion to the motives of government agencies, particularly in regards to evacuations
- Communication of accurate information is crucial during an emergency, as conflicting, incorrect and often disruptive information is common in larger disasters

V. CONCEPT OF OPERATIONS

A. Evacuation

- a. **The authority for evacuation** in Larimer County rests with the Larimer County Sheriff's Office, who will make determinations regarding the evacuation of residents and visitors from affected areas within Larimer County. Additionally, Fire Districts have the authority to issue evacuations within their jurisdictions according to C.R.S. 24-32-2109.

- The Emergency Operations Plan establishes the use of the Incident Command System to manage events in Larimer County

- All evacuation plans will be accomplished in coordination with the ICS structure established for the incident to ensure accountability of personnel

b. Evacuation Orders and Notifications

- Evacuation Orders will be issued by the Larimer County Sheriff's Office through the LCSO Dispatch Center.
- Everbridge will be used as the primary system for all emergency notifications and evacuation orders. Additionally, orders will be sent via public address systems, through local media, and social media. Provisions will be made for translation services for people who are deaf or hard of hearing and those who do not speak English. Dispatch Centers will coordinate as needed with neighboring counties to ensure communities along the Larimer County line are given consistent evacuation information.
- Larimer County uses two types of notification:
 1. Voluntary Evacuation – To alert residents (when time is available) that evacuation may occur and to be ready for the order, and to alert residents who need additional assistance or time to begin evacuation actions for their own safety
 2. Mandatory Evacuation – The mandatory evacuation order of the affected population. Exceptions would include public safety officials, disaster response personnel and organizational / agency employees designated as “essential” to emergency operations.
- **Evacuation Information** – The following information will be helpful for affected residents and workers to receive prior to an evacuation order:
 1. Nature of the hazard
 2. Methods of warning and who will carry out the warning
 3. Evacuation routes
 4. Information about emergency evacuation points
 5. Information about risks of sheltering-in-place (as needed)
 6. Information about care of pets and domestic animals (as needed)
 7. Need to connect with a public official at the evacuation point for more information related to the hazard and necessary safety actions
- **Refusal to Evacuate** - Persons who refuse to comply with a mandatory evacuation order will not be arrested nor forcibly removed from their homes. Those who refuse to evacuate should be informed that they should not expect rescue or other lifesaving assistance during the incident. If minor juvenile children are present and under the care of

those who refuse to evacuate, the children may be taken into protective custody if Law Enforcement believes the children are in imminent danger of serious bodily injury or death. According to county policies, the Human Services Department will be contacted for continued care and custody of juvenile children. Additionally, and depending on the circumstances, those who refuse to evacuate that are under the influence of alcohol, drugs or displaying severe behavioral health issues may be taken into protective custody.

A primary reason people refuse to evacuate may be due to pets not being allowed to transport with their owner, or a lack of provisions for the shelter and care of pets. Larimer County recognizes this need and has plans in place to ensure the evacuation of pets with people.

- c. **Evacuation Centers and Shelter Destinations** – The American Red Cross, in coordination with Larimer County OEM, has established priority evacuation centers and shelter locations for communities throughout Larimer County. This list should be used as a first measure to determine sites and inform the public. ESF 6 is the lead for mass care operations in the Larimer EOC and will designate evacuation sites and shelters as appropriate.
- d. **Transportation** – Transportation issues include outbound traffic volumes and routes, inbound emergency access routes, traffic control, motorist communication and disabled vehicle removal.
 - **Evacuation Routes** - will be established as soon as practical following an emergency and will be assessed regularly as the incident unfolds. Due to the two largest hazards in Larimer, wildfire and flood, these routes may change as the incident grows and/or changes.
 - **Inbound Emergency Access Routes** - If possible, one lane on every evacuation route will be kept available for inbound emergency vehicles. The inbound routes will be used for authorized emergency travel including ambulances, buses, fuel trucks, tow trucks etc. There may be circumstances where both lanes of any given road/highway will be used for evacuation purposes or circumstances where the road is not wide enough for two-way traffic.
 - **Means of Controlling Flow of Evacuees** - The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of roadways available for this purpose, potentially requiring additional time to complete an evacuation. Consequently, evacuation must be initiated as soon as feasible upon recognition of the threat, and

must continue to function efficiently until completion. In order to manage the flow of evacuees in a safe and orderly manner, evacuation zones will be established by Incident Command. These zones will be identified in advance of a threat whenever possible.

- **Motorist Communication** – Highway message signs, radio broadcasts, weather alert radio broadcasts, and law enforcement will direct the flow of traffic and communicate information on evacuation routes.
- **Disabled Vehicle Removal** - Tow trucks and/or those resources that can provide similar services may be essential during an evacuation. The function of this service would be to remove disabled vehicles and assist with the repair of vehicles so the evacuation routes are kept moving. Limited fuel supplies could also be delivered.

e. Provisions for People Unable to Self-Evacuate

- **People with Disabilities** – Likely to require assistance with transportation out of evacuated areas and back into affected areas once the emergency is stabilized. Service Animals shall be allowed to remain with their people throughout evacuation, shelter and re-entry.
- **Hospitals and Care Centers** – Consider the need for buses with wheelchair lifts, ambulances, and ambulances with advanced life support capability for transfers
- **Schools** – Planning must include arrangements for family reunification and availability of school buses and drivers
- **Daycare Providers** – In addition to family reunification plans, infant seats and close supervision will be required
- **Jails and Prisons** – Secure transportation and reception facilities must be arranged
- **Tourist and Business Travelers** – Transportation may be required to assist travelers and tourists without adequate transportation
- **Seasonal and Homeless Populations** – Additional transportation and information requirements will be needed to locate and inform seasonal and homeless populations, and to estimate the scope of the transportation requirements
- **Air Transport** – Air ambulances may be needed for evacuation of patients that may otherwise go by ground transport, due to evacuation route congestion or other travel delays and difficulties

- f. Provisions for Domestic Animals at Risk** – The Larimer Humane Society is the lead agency for evacuation and shelter of domestic animals.

- Animals are not allowed in human shelters because of the risk of animal allergies and phobias, potential bites and scratches, food hygiene and other public health issues. Service animals are the exception.
- Whenever possible, domestic animals should be sheltered near human shelters to allow pet owners to care for their pets while evacuated.
- With planning, arrangements may be made for animals to be sheltered with:
 1. Friends
 2. Veterinarians
 3. Humane Society
 4. Local Boarding or Grooming Kennels
 5. Local Hotels and Motels that accept pets

- g. **Provisions for Large Animals and Livestock** – The Sheriff’s Posse and Horseman’s Association are the lead agencies for large animals.

B. Perimeter Control Requirements

- a. Plan to maintain access points and establish policies for permitting traffic in and out for official business
- b. Plans must be flexible to allow for additional evacuations of people who initially refused, if they may be evacuated safely.
- c. Emergency personnel will not be engage in evacuation attempts of “hold outs” if the risk is deemed unreasonable
- d. Assure the public that patrols are routinely monitoring the evacuated areas to discourage theft and/or looting

C. Accountability

- a. Data Collection assignments will be made by the EOC Planning Section at the Larimer County EOC
- b. The following events, resources, or information must be accounted for in an evacuation operation:
 - Where and when evacuation warnings have been issued
 - Number evacuated
 - Number remaining in the risk area, including provisions for functional needs and people with disabilities (medical conditions, medications, mobility, etc.)
 - Number of evacuees in shelters
 - Names and locations of individuals evacuated from nursing homes, assisted living centers, schools, hospitals, and the jail

- c. Data Collection will be done in coordination with Damage Assessment Teams and Emergency Responders
 - Consider using a large map of the affected area to visualize the evacuation zones, closed roads, security check points and other facilities
 - Indicate which homes have been evacuated or are empty, and which households have been warned but are not leaving
 - Maintain a transmittable data file in common software format for data sharing when possible

D. Return to the Risk Area – Re-Entry

The process for re-entry into the evacuated areas must be coordinated to ensure safety of the public, protection of property, and the continuation of response and recovery activities. The Sheriff's Office will be responsible for notifying residents when it is safe to return to their homes and businesses. Law enforcement will be responsible for ensuring the return occurs in an orderly and safe fashion.

- a. **Re-Entry Decision** - The decision of when to permit residents to return to the affected area will be made cooperatively between the Incident Commander, Sheriff, County EOC and municipalities in the impacted areas based upon the three scenarios above. The decision to allow re-entry will be based on an overall evaluation of the situation, including the following major factors:
 - Access – Following a major event a survey (ground or aerial) of the impacted areas should be conducted immediately to identify and prioritize the most seriously damaged areas of the locality. This can determine the level of damage to major routes into the area and help to determine the time needed for debris clearance from those routes.
 - Essential Emergency Services – Emergency Services agencies that have been moved to a safe haven prior to an evacuation need to return back to their service areas.
 - Water Levels – Floodwaters have receded from most of the area.
 - Wildfire Areas – Wildfire activity is controlled and no longer a threat to the public.
 - Public Health – Water and sewer services are operating, or reasonable accommodations are in place or available.
 - Subsistence – Food is available or made available in the impacted area.
 - Utilities – Electricity, water, telephone, propane and natural gas services are operating or information is available about when they will be available in the affected area or reasonable accommodations are in place or available.

- Existing services can support the people already in the impacted area as well as an additional influx of people.
- b. **Pre-Reentry Teams** should begin the process of clearing access to critical facilities and roads to facilitate the reentry process. The Pre-Reentry Teams consist of but are not limited to:
- Public Works Team with heavy equipment (wheel loader, backhoe, etc), and chain saw crews.
 - Power Crews to identify and remove downed utility lines (Power, Cable, etc).
 - Emergency Medical Service to provide medical support to victims that are located while opening up roads.
 - Fire Service Agencies to provide incident, evacuation and re-entry support
 - Law enforcement to provide security for crews.

It needs to be understood that the Pre-Reentry Teams are not Search and Rescue Teams, they are only tasked with opening up roads to gain access so Search and Rescue Teams and Damage Assessment teams can gain access to areas of destruction.

- c. **Informing Evacuees of Re-Entry Procedures** – Public Information Officers at the Incident Command Post, EOC and JIC will coordinate messaging regarding re-entry procedures. This will be done through multiple means, including news releases, public briefings, social media, website messaging and Everbridge notifications.
- d. **Phased Re-Entry** - Once the decision to permit re-entry has been established, law enforcement personnel should set up checkpoints and roadblocks as needed based upon the level of damage that has occurred. Re-entry can proceed as recommended based upon a phased re-entry. This can ensure primary access to essential personnel and help to manage the number of people entering the disaster area.
- Phase A – Phase A allows the re-entry of agencies and groups that play key roles in restoring normal operations in the impacted areas following a disaster. Law enforcement personnel should restrict access during this phase to provide for area safety and security. Phase A agencies and groups may include, but are not limited to, the following:
 - Law enforcement and security agencies (including private security for facilities and residential communities)
 - Search and Rescue Responders

- Fire and EMS crews
 - Facility/Industry Emergency Response Teams
 - Debris Clearing and Removal Crews
 - Infrastructure and Utilities Repair Personnel
 - Official Damage Assessment Teams
 - Other personnel at the direction of the County/Municipal EOCs
- **Phase B** – Phase B allows for the short-term limited re-entry of other critical groups as well as residents and business owners to assess damages. The local EOC in coordination with public safety personnel should determine when it is safe to begin Phase B entry. These groups may include, but are not limited to, the following:
 - All agencies and personnel listed under Phase A
 - Resident and Business Owners (with Insurance Adjusters and Contractors) to conduct insurance assessments (access may be temporary)
 - Relief Workers
 - Commodities Points of Distribution (POD) Teams
 - Health Agencies
 - Large Box Store Management and Staff (to support recovery ops)
 - Hotel/Motel Staff (to prepare for receiving of State and Federal relief agencies)
 - **Phase C** – Phase C allows for the re-entry of only those residents and business owners who can prove they live, own, rent, lease or otherwise have a need to be allowed into the affected areas. It includes all agencies and personnel from Phase A and B, as well as residents and business owners within the evacuated area. Phase C may still involve road blocks and areas where access is limited.
- e. **Temporary Housing** - If the impacted areas cannot support the return of evacuated residents, temporary housing may be established in the non-impacted areas near the disaster area. State and county authorities in accordance with the Larimer County Recovery Plan will make decisions on the location and operation of temporary housing facilities.
- f. **Assisted Living Centers and Nursing Homes** are NOT to bring residents back to the community until all services have been restored to normal. To include power, water, sewer, communications and local suppliers of commodities used by the facilities.

E. Checkpoints and Routes

In order to expedite the reentry process, an Identification Verification Area (IVA) should be established close to each checkpoint for people with questionable identification. Every effort should be made to ensure that residents return to their homes as soon as safely possible. Law enforcement may limit the flow of returning traffic to better manage the checkpoints.

- a. Evacuees will return to the area following primary and secondary evacuation routes.
- b. Pre-established Traffic Control points will be used to verify residents or workers have a need to re-enter a restricted area, or serve as a road block to deny entry for those looking to sight-see or other undesirable intent.
- c. Local law enforcement officers should be primarily responsible for establishing and staffing checkpoints for re-entry in their locality. Local check points may be supplemented by county, state, and mutual aid assistance. Secondary check points may be established by local jurisdictions where required.

F. Identification Procedures

- a. Identification procedures are intended to provide guidance for law enforcement personnel who may be directing access to disaster-impacted localities.
- b. Residents should have proper identification that proves residence within the disaster area, such as a driver's license, voter's registration, utility bills, property tax receipts, etc.
- c. Relief workers and business owners should have a company ID card, and/or Dash Pass with agency information to enter an impacted area.

G. Roadblocks

The strategic location of roadblocks is an important part of the re-entry process. Roadblocks can be utilized to seal entry points into devastated areas for two main reasons:

- a. Roadblocks can be used to prevent mass entry of the civilian population, which can clog rescue routes for people in the impacted areas who may require medical attention.
- b. Roadblocks are a method to help curtail acts of unlawfulness such as looting.

H. Curfews

Curfews may be initiated as a crime prevention measure depending on the intensity of the disaster and the level of damage sustained. The decision to implement a curfew and the duration rests with the local governing body, but said curfews should be coordinated between appropriate law enforcement agencies and governing bodies to

insure continuity among jurisdictions. Curfews may be implemented countywide, regionally or within a municipality depending on the impact of the emergency.

VI. EVACUATION AND RE-ENTRY PUBLIC INFORMATION

The Public Information Officer, in coordination with the Joint Information Center (if activated), will lead the public information process for evacuation from and re-entry to disaster affected areas. The PIO will issue news releases to local, state and national media outlets to inform the public of evacuation status and the county's re-entry policy.

VII. ROLES AND RESPONSIBILITIES

A. Larimer County Sheriff's Office

- Activate and coordinate evacuations in the impacted areas
- Establish, coordinate and monitor checkpoints and roadblocks in unincorporated areas of the county, as specified by the Operations Section of the EOC
- Provide security
- Support re-entry activities as needed in the impacted areas
- Conduct search and rescue in impacted areas within their jurisdictions
- Enforce curfews within unincorporated areas, if required.
- Monitor road conditions and report traffic flows and counts.
- Conduct aerial surveys of the impacted areas of the county
- Provide mutual aid to municipal law enforcement through the Operation Section of the EOC

B. Larimer County Office of Emergency Management

- Activate the Re-Entry Plan
- Communicate with municipalities and the State EOC
- Organize Damage Assessment Teams
- Coordinate with all partners and supporting agencies
- Deactivate the Re-Entry Plan

C. Larimer County Road and Bridge

- Provide signage for re-entry, if needed
- Provide resources for debris removal for primary routes

D. Larimer County Department of Health and Environment

- Provide health assessments of the affected area and provide guidance on the following:
 - Asbestos
 - Household Hazardous Waste
 - Water Quality Standards

- Potable Drinking Water
 - Safe Clean-Up
 - Health Masks
 - Tetanus and First Aid Guidance
 - Food Safety Guidance
 - Infectious Diseases
- E. Municipal Law Enforcement Agencies
- Establish and monitor checkpoints and set up roadblocks in their jurisdictions
 - Provide security within their jurisdictions
 - Enforce curfews, if required, in their jurisdictions in coordination with other law enforcement agencies to avoid confusion
- F. Colorado State Patrol
- Monitor traffic conditions on state and federal highways and report to the county EOC
- G. Larimer Humane Society, Sheriff's Posse and Horseman's Association
- Provide for the safe and effective evacuation and shelter of small and large animals affected by the emergency or disaster
- H. Fire and Rescue Departments
- Conduct search and rescue in impacted areas within their jurisdictions
 - Provide fire protection, suppression and hazardous materials response
- I. Public Information Officers / Joint Information Center
- Ensure that the public is informed about the identification required for re-entry
 - Ensure that the public is notified once re-entry begins

VIII. PLAN DEVELOPMENT AND MAINTENANCE

This plan is the principal source for guidance concerning evacuation and re-entry in Larimer County following an event that forces a significant evacuation of citizens from any area within the county. Overall coordination of this plan will be administered by the Larimer County Sheriff's Office. The Larimer Office of Emergency Management is responsible for developing and maintaining this annex. This annex will be reviewed annually and updated as needed to remain current.

RESIDENTIAL ACCESS PASS REGISTRATION

Address: _____

Names of all household residents: _____

Cell Phone #: _____

Temporary Address: _____

Vehicle #1 Make: _____ Model: _____ Color: _____

Plate #: _____ State: _____

Vehicle #2 Make: _____ Model: _____ Color: _____

Plate #: _____ State: _____

Vehicle #3 Make: _____ Model: _____ Color: _____

Plate #: _____ State: _____

Emergency Contact Information:

Pass # _____

Pass # _____

Pass # _____

Pass # _____

Pass # _____

Pass # _____

WILDFIRE RESPONSE AREA RE-ENTRY PUBLIC INSTRUCTIONS

(Modify as needed for each specific incident)

You are returning to an inherently hazardous area with very limited utility service or emergency communications. You are primarily responsible for your own safety. We are counting on the self-reliant nature of Larimer County residents.

Hazards Include:

- **Fire:** There are unburned areas that could carry significant and dangerous fire (life threatening). Be aware of safe zones and escape routes.
 - **Safe Zone** – Places where you can survive without special equipment
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 - **Escape Routes** – A path to safely get to a safe zone
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- **Injury/Medical Response:** Responders are limited in their capacity to respond to medical emergencies and injuries. Be careful and work in pairs/teams so that in the event of an emergency, one person can go for help.
- **Power/Water:**
 - **Power** inside subdivisions may be off for as long as 2-4 weeks
 - **Potable Water** will be available in VERY limited quantities at the following locations. Bring your own containers. No truck tanks will be filled.
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 - **Generators.** If you use a generator, make sure you are not connected to the electric grid (main power connection). If you do not know what you are doing, don't use one – get advice.
 - **If you have your generator on the grid** you will back feed down lines and can kill somebody or start a fire. Also, if grid power is restored – your generator will basically explode.

- **Hazardous Structures, Trees, Poles, and Wires**
 - **Damaged structures** may not be safe to enter. Deck supports may be burned and unstable.
 - **Power Lines** and poles are down. They should be off but may be back-fed by generators. Use Extreme Caution.
 - **Falling Trees** and rocks make moving dangerous

- **Traffic:**
 - There is heavy utility and fire traffic in addition to all the returning residents. Drive at slow speeds and always yield to utility and fire traffic.
 - Everyone allowed to enter the affected area will be required to have credentials – display that in your car at all times.
 - Minimize your trips in and out – carpool if possible
 - During the initial days of the re-entry phase, **NO LARGE VEHICLES OR TRAILERS**. Nothing larger than a standard pickup truck until further notice. Larger vehicles will be turned away at the checkpoints.
 - No delivery trucks (for appliances or other items) allowed in the canyon. Arrange to meet them outside the area and transfer to pick-up or small vehicle
 - Insurance adjusters are allowed if accompanied by resident
 - Residents may bring a few friends – no additional vehicles (**NO TOURS OR SIGHT SEEING**).

- **Animals:**
 - Minimize re-population of animals and **NO** large animals (Horses, Cattle, etc) at this time.
 - There is a lot of wildlife around and on the roads. Lots of deer on the road. Drive slowly and carefully.

- **Re-Evacuation and Notification:**
 - Reverse 911 may or may not work
 - If you see a fire – proceed to a safe zone

- **Household Hazardous Waste:**
 - Many household chemicals can change character when exposed to heat. Be cautious of inhaling ash/dust or getting ash on your skin or in your eyes. Wear appropriate clothing.
 - **Dumpsters** are for **SPOILED FOOD ONLY**. Dumpsters will be located at the following locations:
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Emergency Notifications

- **To Report an Emergency:**
 - Use a cell phone if operable, Dial 911
 - Drive to the closest fire station if no phone is available
 - Responders will be located in the following additional locations:
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- **Cell Phone Hot Spots:**
 - Hot spots for cell phones are located at the following places:
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 -