INCIDENT MANAGEMENT ANNEX

This annex outlines the various stages of incident management and the priority actions of responders throughout the response phase of an incident.

Incident Management Authority

The authority for Emergency Operations is granted by the Federal Disaster Relief and Emergency Act (Public Law 93-288 also known as the Stafford Act), and the Colorado Revised Statutes, Title 24, Article 33.5, Part 701, Colorado Disaster Emergency Act, as amended.

The Sheriff and the Board of County Commissioners, through Colorado State Statute, share responsibility and authority for incident management functions as outlined in this Comprehensive Emergency Management Plan.

Incident Management by Stages

Incident Management will be based on the following stages:

1. Incident Onset
2. Expanded Scene Management
3. Extended Incident Operations and Management
4. Recovery
5. Demobilization
6. Return to Day-to-Day Operations

Incident Onset

The initial response to any incident within Larimer County is managed by the jurisdiction having authority, including individual departments, local agencies, local fire/police chiefs and/or special districts. All command functions are handled on-scene and the initial objectives include, but are not limited to:

1. Ensuring life safety for community members and first responders
2. Stabilization of the scene
3. Property Preservation and Environmental Protection

Expanded Scene Management

If the incident expands or evolves, incident management progresses as follows:

- Establish formalized ICS organization, to the scale required by the incident
- Develop and implement a verbal or written Incident Action Plan (IAP)
- Command functions continue to be managed on scene
- The Incident Commander is responsible for providing direction on the need for additional support (ICS sections) and for determining the appropriate type of command (Single Agency Command, Unified Command).
- Potentially, the type of command may evolve or change several times during the incident based on severity of the incident or the increasing complexity of the original response.

- The Agency Having Jurisdiction (AHJ) may delegate authority to the Sheriff's Office to manage the incident based upon the incident priorities and the capability of the jurisdiction to respond
- The EOC will be activated to the level needed for situational awareness, resource support, community support and policy direction. The IC may request additional support through the EOC at any time.

Extended Incident Operations and Management

When the incident expands and requires increased management, due to complexity, size and scope, an Incident Management Team (IMT) will be activated and will work through a Delegation of Authority to manage incident operations. The IMT will be activated at a level appropriate to support the complexity of the incident and to facilitate the effective response to and recovery from the incident.

- An IMT is a multi-discipline group that includes all components/functions of Command and General Staff
- The IMT is activated to either assume command from on-scene command or to provide support to on-scene operations. This decision is made by the current IC and jurisdictions having authority. If the IMT does take command, a transfer of command will occur once the Delegation of Authority is signed
- The EOC will be activated to the level appropriate to support incident operations and provide for consequence management for the county as a whole
- The Policy Group will be placed on stand-by for policy decisions and future actions
- Situations that may require the activation of an IMT may include:
  1. Actual or potential for mass casualties
  2. Sizeable loss of property
  3. Evacuation resulting in mass sheltering operations
  4. Events requiring significant use or exhaustion of agency resources
  5. Events requiring multiple operational periods
  6. Events requiring an extended recovery period
  7. Other situations as deemed appropriate

  More information is provided at the end of this Annex regarding Incident Management Teams and Unified Coordination.

Demobilization

As the incident approaches resolution, the Incident Command and the Emergency Operations Center will begin to demobilize and transition functions to appropriate county and partner organizations.

- Demobilization involves the measured reduction of resources based on the criteria established by the IC and the EOC.
- The objective of demobilization is to assure orderly, safe, and efficient demobilization of incident resources.

- Demobilization will be based on the determination of which skill sets and operational requirements will be needed to safely prepare for recovery and a return to day-to-day operations.

Return to Day-to-Day Operations

When Incident Command determines that demobilization is appropriate the need for the EOC decreases and remaining recovery activities are incorporated into day-to-day operations (see Recovery section below).

- The long-term recovery plan is overseen by the Larimer Office of Emergency Management.
- Financial reports are compiled and submitted to the Finance Department at the direction of the Finance Director.
- Debriefings of the incident are scheduled and facilitated by the Larimer Office of Emergency Management and/or Larimer County Sheriff's Office.
- After Action Reports (AARs) are written and distributed. AARs will include a situational overview, incident objectives, key successes, areas of improvement, and an improvement plan matrix.

Recovery

In many cases, administrative operations critical to successful recovery phase of the incident must occur parallel with the incident response phase. Initial recovery efforts will be assigned under the ICS structure that is managing the incident or within the Emergency Operations Center.

Recovery usually has two phases: short-term and long-term.

- Short-term recovery overlaps with response and may include:
  1. Mass Care and Sheltering
  2. Rapid Needs Assessment
  3. Re-Establishing Infrastructure Systems
  4. Debris Management
  5. Donations Management
  6. Damage Assessment
- Long-term recovery encompasses the following:
  1. Long-term human needs, such as transition and permanent housing needs, job placement assistance, etc.
  2. Economic Recovery
  3. Environmental Restoration
  4. Infrastructure Repair/Replacement

To maximize efficiency, the short-term recovery capabilities will be managed by the Emergency Operations Center. The EOC Planning Section will be tasked with an initial Recovery Plan for the incident including the following components:

- Assessment of the impacts through evaluation of the conditions and needs after a disaster
- Identification of recovery priorities and tasks
- Collaboration with all groups of people affected by the disaster
- Setting long-term recovery goals and objectives
- Identifying opportunities to improve community functions/features as the recovery proceeds
- Developing specific projects important to the community's overall recovery
- Integrating lessons learned into future planning
- Strengthening relationships among departments and agencies
- Identifying future resource and acquisition requirements

Long-term recovery efforts will be managed independently from the response efforts once the need for them is clearly established. Long-term recovery efforts will be managed through the Recovery Plan as part of this Comprehensive Emergency Management Plan.

INCIDENT MANAGEMENT TEAMS

Incident Management Teams

An all-hazard Incident Management Team (IMT) consists of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement and public health) who are trained to perform the functions of the Command and General Staff in the Incident Command System. These functions include Command, Operations, Planning, Logistics, and Administration/Finance, as well as Safety, Public Information, and Liaison. Members of the initial responding departments often fill these functions; however, the size, complexity, or duration of an incident may indicate the need for an IMT to support them.

There are five types of IMTs. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the "Type", or level, of an IMT.

- **Type 5: Local Village and Township Level** – a "pool" of responders from several neighboring departments trained to serve in Command and General Staff positions during the first 6–12 hours of a major or complex incident.
- **Type 4: City, County or Fire District Level** – a designated team of fire, EMS, and possibly law enforcement officers from a larger and generally more populated area, typically within a single jurisdiction (city or county), activated when necessary to manage a major or complex incident during the first 6–12 hours and possibly transition to a Type 3 IMT.
- **Type 3: State or Metropolitan Area Level** – a standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within Colorado, activated to support incident management at incidents that extend beyond one operational period. Type 3 IMTs will respond throughout the state or large portions of the state, depending upon state-specific laws, policies, and regulations.
- **Type 2: National and State Level** – a federally or state-certified team; has less training, staffing and experience than Type 1 IMTs, and is typically used on smaller scale national or state incidents. There are 35 Type 2 IMTs currently in existence; they operate through interagency cooperation of federal, state and local emergency management agencies.
- **Type 1: National and State Level** – a federally or state-certified team; is the most robust IMT with the most training and experience. Sixteen Type 1 IMTs are now in existence, and operate through interagency cooperation of federal, state and local emergency management agencies.

  In Colorado, Type 3 IMTs are formed through local cadres, designated teams, or through the Colorado State Emergency Resources Mobilization Program, IMT Subcommittee. Type 3 IMTs do not replace local emergency managers and Incident Commanders, but they assist under a Delegation of Authority Agreement. The purpose of the Delegation of Authority is for the IMT to manage the incident from objectives provided by the Authority Having Jurisdiction (AHJ). Control and management of the incident will be in accordance with prescribed instructions and

Complexity Analysis

Complexity of incidents can vary. This may be due to the scope of the incident and/or the number of responding resources. Teams responding to an incident must analyze complexity to insure safety of residents, visitors, and responding personnel. This analysis can also help justify the number of resources needed for response.

Past history has indicated that incidents in Colorado infrequently reach a level sufficient for a Stafford Act (Presidential) declaration; therefore, it is assumed that local or State Type 3 Incident Management Team (IMT)s will manage the majority of large incidents. It is possible that these Type 3 IMTs will manage an incident so complex that it goes beyond the scope of their training and capability. The analysis is intended to help teams recognize levels of complexity in order to react proactively and avoid serious consequences. The intent is to justify additional resources to be ordered by the team. It also will assist the EOC in justification of a disaster declaration and the request for state-level support.

UNIFIED COORDINATION SYSTEM

The function of unified coordination has shown to be most effective when it takes place in a preplanned and organized Unified Coordination System (UCS). While ad-hoc arrangements among agencies and jurisdictions can be made to work, it is more effective to establish UCS procedures in advance.

A Unified Coordination System is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and for providing support to emergency operations. Unified Coordination Systems are comprised of EOCs and coordination entities or groups.

Unified Coordination System Functions:
- Evaluate new incidents and prioritize (life threatening situation, real property threatened, high damage potential, incident complexity)
- Ensure resource situation status is current, ensure a common operating picture
- Determine specific agency resource requirements and resource availability
- Allocate scarce resources to incidents based on priorities
- Anticipate future agency/regional resource needs
- Communicate "decisions" back to agencies/incidents
- Review policies/agreements for resource allocations
- Review need for other agencies or jurisdictions involvement in the coordination system

Initially the Incident Command/Unified Command may be able to provide all needed coordination at the scene. However, as the incident grows in size and complexity, off-site support and coordination may be required.

Colorado is divided into nine all-hazards emergency management regions. Each region has an assigned Field Manager through the State Office of Emergency Management (COEM), Division of Homeland Security and Emergency Management (DHSEM). The Field Manager is responsible for coordinating efforts within their region to support local Incident Command in cooperation with the local Emergency Operations Centers, Emergency Managers, and the State Emergency Operations Center (SEOC), by assisting with the identification and deployment of resources. This involves bringing the decision makers from the affected and assisting jurisdictions together with available partners and state agencies to discuss regional coordination issues and facilitate resource prioritization. The primary contact to facilitate this coordination will be the Field Managers and the local emergency managers. Additionally, state agencies will be included as necessary to provide the appropriate coordination and resource allocation. It will be up to the local emergency managers to invite other members of the community to the coordination meetings/calls as necessary to make decisions and prioritize resources.

If the event exceeds the resources available at the local level, Larimer County Office of Emergency Management will coordinate requests for additional out-of-area resources with the

Regional Field Manager and the SEOC. The Field Manager, through the State Emergency Operations Center, may request additional local or state agency personnel for coordination in response to requests from local EOCs (i.e. Colorado Department of Transportation local and regional operations personnel or Colorado State Patrol Captains). All resource tasking will be performed in coordination with local EOCs using the SEOC's Resource Management System.

The Field Manager will coordinate with Larimer County to determine which agencies and entities should be involved in the coordination of meetings/calls for the incident(s). This may include:
- State agencies
- Non-profit / non-governmental agencies
- Volunteer groups and partners
- Private sector partners
- School Districts and Universities
- Primary first response disciplines
- Other regional disciplines or entities

Upon activation, the SEOC also operates as a state-level Unified Coordination Center called a Multi-Agency Coordination Center (MACC). This is accomplished in many ways. Primarily, the SEOC involves entities from across the state, including state agencies, non-profits, non-governmental organizations, and the private sector. Each of these entities works within the 15 Emergency Support Functions (ESFs) outlined in the SEOC policies and procedures. During any given incident, multi-agency coordination occurs within the SEOC to ensure adequate support to local jurisdictions.