

EVACUATION AND RE-ENTRY ANNEX

LEAD AGENCY: Larimer County Sheriff's Office

SUPPORTING AGENCIES: Larimer County Office of Emergency Management, Larimer Health and Environment, Larimer County Department of Natural Resources, 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. 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.

See the attached Attorney General Opinion for more details.

IV. SITUATION AND ASSUMPTIONS

Larimer County is capable of conducting large scale evacuations as well as supporting municipalities through existing agreements if necessary. However, during a large event, either within Larimer County or the region, it may be necessary for Larimer County to request 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 visitors and people experiencing homelessness, 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 safety and 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 emergency notifications and evacuation orders. Additionally, orders will be sent via public alert and warning 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 and businesses (when time is available) that evacuation may occur and to be ready for the order, and to alert residents and businesses 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

visitors and people experiencing homelessness, 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.

- Domestic 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

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, EOC and municipalities in the impacted areas. 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 are able to return back to their service areas and resume the delivery of their emergency service function.
 - Damage Assessment Notifications – When feasible, impacted community members will be notified of damages to structures prior to re-entry into damaged areas.
 - Water Levels – Floodwaters have receded from most of the area allowing for safe re-entry.
 - Wildfire Areas – Wildfire activity is no longer an imminent threat to the public.
 - Utilities – Lifeline utilities 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 to clear roads and other obstacles for safe re-entry and egress.
 - Utility 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

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 critical infrastructure 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:
 - Security agencies (including private security for facilities and residential communities)
 - Facility/Industry Emergency Response Teams

- Debris Clearing and Removal Crews
 - Infrastructure and Utility Personnel
 - Official Damage Assessment Teams
 - Other personnel at the direction of Incident Command or 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
 - Health 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 roadblocks 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. The Larimer EOC 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 lifeline utilities, 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 to serve as a roadblock 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.
- d. Larimer County may use incident ID badges for those who require re-entry access (Salamander Badging System). This decision will be made on an incident basis depending on the complexity of the event.

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 ensure 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 Incident Command or 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 Incident Command or 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
- Organize Evacuation Credentialing Teams
- Coordinate with all partners and supporting agencies

C. Larimer County Road and Bridge

- 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 or provide support to County checkpoints
 - 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
 - Provide staffing to support County checkpoints
- 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 evacuation support and 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.

SALAMANDER ID BADGING SYSTEM

The Larimer Office of Emergency Management has purchased Salamander equipment for ID badges and credentialing of EOC personnel, on-scene personnel, volunteers and residents. This system may be used in the event that re-entry may be implemented as described in this plan. The process for use will include the following:

1. A decision is made to coordinate re-entry procedures limiting access to impact areas through the utilization of evacuation credentials.
2. An area or facility will be established for residents to obtain incident information and receive instructions regarding re-entry procedures.
3. Larimer EOC will provide Salamander System equipment and supplies to the area or facility where residents will go to get credentials for the impact area.
4. Larimer EOC will coordinate with regional and statewide partners on supplemental equipment and supply needs to support this effort.
5. Credentials may be provided per vehicle, address, or individual. This decision will be made by Incident Command or the EOC based on incident needs. Evacuees receiving credentials will also receive information regarding how they will receive instructions for re-entry.
6. Support organizations, utility companies, and other essential personnel will be badged as needed in the closed impact area as well.

7.