



**GRAND COUNTY, CO
HAZARD ANNEX
EAST TROUBLESOME & WILLIAMS FORK FIRE –
BURN SCARS HAZARD**

*Grand County Board of County Commissioners
Adopted by Resolution 2021-
May 4, 2021*

Office of Emergency Management

INTRODUCTION

Purpose

This Burn Scar Hazard Annex outlines the concepts of operations for Grand County to monitor and respond upon notification of developing weather events threatening the area of the East Troublesome Fire (ETF) and Williams Fork Fire (WFF) Burn Scar. The plan will strive to identify management action points and incident objectives to warn, alert the public and issue evacuation information and direction to local or area wide residential and guest populations.

Plan Priorities

- Life safety of residents, guests, and first responders
- Emergency Notification of Advisory, Watch and Warning Messages
- Emergency Notification of Pre-Evacuation and Evacuation Messages
- Conduct Search and Rescue and Situational Awareness Missions
- Monitor and close all affected roadways
- Establish area wide perimeter for safety and security
- Establish evacuation points and sheltering options
- Provide accurate and timely public information
- Restore access to impacted areas
- Conduct preliminary damage survey as needed

Scope

The scope of this plan is to be an Incident Guidance Plan and to bring together concepts of operations from the Grand County Emergency Operations Plan, Alert and Warning Annex, and operational aspects from Agencies Having Jurisdiction (AHJ) over evacuation and public safety missions.

Authorities

CRS 30-10-512 and 30-10-516 Sheriff's authority to order evacuations
Town Code and Charter give authority to Municipal Government to order evacuations

Concept of Operation

A key concept of operation is advanced warning of weather events likely to create concern from the ETF and WFF Burn Scar will be identified, as best as possible, by the Boulder National Weather Service (B-NWS) and notification provided. Grand County Office of Emergency Management (GCOEM) will strive to increase attention to weather messages with the appropriate alert and warning system.

Advanced warning and sufficient time to evacuate is always the ideal situation. Unfortunately, in some events warning is not sufficient and immediate action may be required by law and fire line officers and by the public to immediately remove themselves from the hazard. These actions could involve shelter-in-place or climbing to higher ground.

Understanding, not all local and micro-weather can be identified by the B-NWS the input from spotters, first responders, and the public will be received and investigated for situational awareness and any impacts.

All incidents will be managed by an Incident Command structure sufficient to support the objectives. Incident Command will make decisions about shelter-in-place and/or evacuation. Initial public warning about evacuation will be managed by Grand County Communications

Center (GCCC). Messages with less urgency will be handled by GCOEM and the Grand County Public Information Officers (GCPIO).

Pre-event public information will be handled by responsible agencies and GCOEM.

GCOEM will activate the Emergency Operations Center (EOC) as response phases require and as OEM determines for appropriate monitoring and situational awareness (see Responses Phases section).

Special Areas of Concern – East Troublesome Fire (ETF)

The ETF Burn Scar, of nearly 200,000 acres and impacted the watersheds. It is estimated that due to the soil conditions and lack of vegetation the runoff in these areas could be increased by up to **14x** normal flow and could cause mud and debris flows:

Willow Creek Watershed, 94% burned
Stillwater Creek Watershed, 90% burned
North Inlet Watershed, 42% burned
Colorado River Watershed, 29% burned

Developed properties and recreational areas along these river and stream channels are at risk during any increased runoff. These are at risk of running full, over-topping and carrying sediment and debris:

- Colorado River
- Tonahutu Creek
- North Inlet
- Willow Creek
- Drowsy Water Creek
- Kinney Creek
- Ute Bill Creek
- Jensen Creek
- Corral Creek
- Troublesome Creek
- Stillwater Creek
- Soda Creek
- Trail Creek

Commercial operations in these areas have a special risk with guest occupancy:

- Drowsy Water Ranch 970-725-3456
- Bar Lazy J Guest Ranch 970-725-3437

Developed properties along these Roads are at risk during any increased runoff, the road may also be a primary or secondary evacuation route:

Road Name	Evacuation Route Status	Identified Hazards
Highway 34	primary	river crossings

GCR 4911 / Lake Rd	secondary	hillside landslide or debris flow
GCR 491	primary	bridge at river crossing
GCR 49	primary	culvert
GCR 4954	secondary	none
GCR 4955	secondary	none
GCR 464	secondary	none
GCR 4640	secondary	none
GCR 405	secondary, only egress	none
GCR 40	primary	Willow Creek Dam
GCR 42	primary, only egress	culvert
GCR 41	primary, only egress	culverts, landslide, hazard trees
GCR 412	secondary, only egress	culverts, landslide, hazard trees
GCR 413	secondary, only egress	culverts, landslide, hazard trees
GCR 414	secondary, only egress	culverts, landslide, hazard trees
GCR 4	primary	Red Top Ditch culvert, road washout / flooding
Highway 125	primary	box culvert about mile 5 at CR 408
NF 121 / GCR 485	primary	washout river follows road
NF 123 / GCR 4	primary	one property, washout river follows road
GCR 406	secondary	none
GCR 407 E	primary	private road
GCR 408 E	primary	private road
NF 108.1	primary	unknown
Highway 40	primary	bridges and culverts
GCR 219	primary	narrow canyon, culvert, road washout / flooding
BLM 2755	primary	recreational use
GCR 204	primary, only egress	culverts and road washout

Highway 40 – Area and primary evacuation route; at risk bridges and culverts
GCR 219 – primary evacuation route; at risk: narrow canyon, culvert, road washout/flooding
BLM 2755 – primary evacuation route; at risk: recreational use
GCR 204 – primary evacuation route; at risk: only egress route, culverts and road washout

Special Areas of Concern – Williams Fork Fire (WFF)

The WFF Burn Scar is nearly 12,153 acres and impacted the Headwaters of the Williams Fork River. It is estimated that due to the soil conditions and lack of vegetation the runoff in these areas could be increased by up to **14x** normal flow and could cause mud and debris flows:

Developed properties and recreational areas along these river and stream channels are at risk during any increased runoff. These are at risk of running full, over-topping, and carrying sediment and debris:

- Williams Fork River
- Upper Williams Fork
- Keyser Creek
- Kinney Creek

Commercial operations in these areas have a special risk:

- Henderson Mill, Non-public number
- Aspen Canyon Ranch, 970-725-3600

Developed properties along these County Roads are at risk during any increased runoff:

- Sugarloaf Campground

Road Name	Evacuation Route Status	Identified Hazards
Highway 40	primary	none
GCR 30	primary	forest bridge at Horseshoe Campground

OPERATIONAL OVERVIEW (One Page Highlights)

Plan Activation

Monitoring

Due to increased flood risk from the ETF, early awareness of potential severe weather is critical for the issuance of timely watch, warning and evacuation messages. Primary early notification for developing weather events on the watersheds will come from the B-NWS. Notification could also come from members of the public and public safety personnel who are observing concerning weather patterns or observing increases in river flow or water quality.

Any information of concern will be passed by the B-NWS, GCCC, and/or public safety agency to GCOEM. Based upon the situational awareness available at the time GCOEM and the AHJ will discuss an appropriate plan of action.

Management Action Points

Reported flooding or debris 'log-jam' by any source

Gauge alert to any monitoring source

Flash Flood Watch or Warning by B-NWS

Incident Management

The AHJ will assess the situation and determine the appropriate incident management structure. The Incident Command will establish the necessary structure and order resources to conduct evacuation, rescue and search operations as necessary. GCOEM will coordinate with Incident Command to identify the best location for an evacuation point or multiple points depending upon the incident needs.

Communications Plan

GCOEM will broadcast B-NWS messages through alert and warning systems appropriate for the information. Public awareness program will highlight the importance of the public receiving messages directly through weather radio, phone Apps, and other available sources.

Incident Command will provide direction on the issuance of pre-evacuation and evacuation messages and identify by evacuation zone map. Depending upon the urgency of the evacuation messages these may be sent by GCCC, GCPIO or GCOEM.

The communications plan will utilize multiple systems and methods of broadcasting warning messages to alert the greatest possible audience as risk:

- CodeRED Emergency Notifications
- Wireless Emergency Alerts (WEA)
- Integrated Public Alert and Warning System (IPAWS)
- Social media
- Website notifications
- Media

Alert and Warning Systems Available

Alert and Warning serve the purpose of rapidly and effectively warning all impacted areas of conditions for an emergency or an approaching emergency. Messages should provide as accurate of information as known at the time and be updated as new information becomes known or changes. See Grand County Alert and Warning Plan for more information.

EXPANDED CONCEPTS OF OPERATION

RESPONSE OBJECTIVES

Pre-Incident Monitoring - Messaging

- Identify regular monitoring, inspection and debris removal operations
- Quick response for assessment of report and removal is possible of any debris obstruction
- Foster a wide-spread public awareness that flash flooding is different than other disasters requiring evacuation to safety
- Identify early evacuees and activate support for them, this could include access and functional needs (AFN) populations and large animal evacuations
- Review potential Evacuation Points and Shelters
- Determine likely location of impacts from developing storm pattern and use the information to prepare
- Provide public information on developing storm and review of emergency notifications and public actions
- Remind public to be familiar with public Apps and Social Media to report to family or social support groups

These objectives focuses primarily on gathering information needed to make the decision to warn residents and visitors of impending severe weather and flash flooding. There is expected to be minimal movement of people and people may choose to self-evacuate. Public Information should focus on updates on the storm, preparedness tips, evacuation planning, and review of county emergency notifications, with attention given to identify any AFN concerns. Objectives will transition once the decision has been made to activate Alert and Warning systems and send emergency notifications to the public. Information concepts of operation may be utilized in future phases.

Emergency Notifications and Evacuation

- Rapidly and effectively warn all impacted residents of approaching flooding using Alert and Warning systems available
- Monitor road conditions to determine the presence of new or increasing threats to travel
- Monitor road conditions to determine safe locations for residents who may need a place to go
- Ensure additional notifications are being sent that instruct residents further and/or provide additional safety messages
- Account for the location of residents as they move to higher ground away from flood waters
- Monitor Evacuee actions and identify any issues that arise
- Coordinate and monitor GCCC on dispatch volume and requests for assistance
- Support search and rescue operations and missions as needed
- Determine need for evacuation site and deploy support as available

Objectives here involve the activation of warnings to prompt public response to a flooding or other severe weather threat. The initial life-threat warnings will not direct residents onto evacuation routes which may become compromised with flooding. Residents are expected to quickly leave any flood prone areas and go to safe locations nearby. Residents should self-identify friends and family who are nearby and out of the flood zone. Subsequent emergency messaging and public information will provide instructions to the evacuees as well as situational

awareness as to road status and shelter locations. Once the immediate danger of flooding has passed, Grand County will identify any safe evacuation routes and locations for evacuees to gather. If residents are allowed back into the flooded area within a reasonable amount of time, then these objectives will conclude with the opening of that area. However, if the area is not immediately reopened coordination with incident management and public information will be necessary.

Sheltering and Recovery Transition

- Efficiently activate local, regional and state resources to assist in sheltering people, pets, and service animals affected by the flood
- Provide safe and adequate sheltering for all residents displaced by flash flooding
- Provide large animal sheltering as needed
- Procure methods of transportation for evacuees to and from shelters
- Ensure AFN communities are assisted with needs (actions for this group may take place in Phase 2 because of the variable of time)
- Ensure a flow of accurate and valuable information

Concept of operations is active when affected residents have been begun moving toward sheltering and cannot return to their homes. The EOC will support and coordinate for these actions.

ROLES AND RESPONSIBILITIES

The following section details each jurisdictional authority's responsibilities as they pertain to alert and warning and evacuations and sheltering during a severe weather or flooding event. For each organization and position listed, an alternate is also listed to ensure responsibilities are accomplished. Incident Command will coordinate area wide objectives with the EOC including the locations identified as evacuation points and those opened as shelters. The EOC will strive to be the single point of ordering and coordination of public information. The EOC recognizes that Warning messages may be sent by GCCC for their efficiency and direct link with the Incident Command.

Grand County, Board of County Commissioners

Alternate: County Manager

Phase 1 Responsibilities

Pre-Incident Monitoring

- Communicate regularly with County Manager, County Sheriff, and Emergency Manager as to situation status

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- All responsibilities listed in the Grand County Emergency Operations Plan (EOP)
- Communicate regularly with County Manager, County Sheriff, and Emergency Manager as to situation status
- Participate in briefings held by the County Manager, County Sheriff, and Emergency Manager as to situation status

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Direct the preparation of Disaster Declaration based upon recommendations of the Policy Advisory Group, County Manager, County Sheriff, and Emergency Manager

Grand County, Emergency Management, Director

Alternate: Deputy Director Emergency Management

Phase 1 Responsibilities

Pre-Incident Monitoring

- All responsibilities listed in the Grand County EOP and Alert and Warning Plan
- Participate in coordination call(s)
- Provide situational awareness and updates
- Actively work with the B-NWS on messaging
- Coordinate with response entities for necessary incident management structure
- Activate necessary support functions and public information

Phase 2 Responsibilities

Emergency Notifications and Evacuation

The following actions represent not just the responsibilities of the Emergency Manager but of the EOC as a whole once activated.

- All responsibilities listed in the Grand County EOP
- Activate EOC at a level to support and coordinate incident needs
- Notify Division of Homeland Security and Emergency Management (DHSEM) Northwest Regional Field Manager
- Prompt responsible support functions to support needs in this phase
- Ensure appropriate PIO support has been established
- Work with Incident Command to determine extent of flooding
- Work to gather situational awareness from various sources
- Update Policy Advisory Group
- Determine need for evacuation points and sheltering, support as needed
- Activate Red Cross support

Phase 3 Responsibilities

Sheltering and Recovery Transition

The following actions represent not just the responsibilities of the Emergency Manager but of the EOC as a whole once activated.

- Maintain situational awareness and share information
- Determine need for sheltering
- Support function activated
- Monitor Logistical needs and react as needed
- Evaluate situation awareness for damage assessment
- Coordinate with the Incident Command on reentry process

Grand County Public Information, Public Information Officer (PIO)

Alternate: Joint response agency, PIO

Phase 1 Responsibilities

Pre-Incident Monitoring

- All responsibilities listed in the Grand County Alert and Warning Plan or agency specific plans

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- Ensure that public information matches emergency notifications

- Update all social media, websites, and other communication methods with current information
- Respond to assigned duty work station
- Work with the Incident Command and EOC to identify releasable information
- Ensure only accurate information is released on county websites
- Work with IMT or Incident Commander to handle media requests
- Identify staging area for media
- Prep elected officials with current releasable information for media interviews
- Request public information support through the EOC and DHSEM as needed

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Work with EOC to disseminate accurate shelter information to the public
- Provide consistent, accurate public information working with the EOC
- Work to provide information to shelter residents through town hall-type meetings or briefings
- Provide media updates as needed

Grand County Dispatch, Communications Lieutenant

Alternate: Undersheriff

Phase 1 Responsibilities

Pre-Incident Monitoring

- Issue initial emergency warning messages based upon directions from Incident Command
- All responsibilities listed in the Grand County Alert and Warning Plan

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- All responsibilities listed in the Grand County Alert and Warning Plan
- Assign incident dispatcher as available
- Dissemination of additional emergency messages via CodeRED
- Manage radio messages and response to the flood or severe weather event
- Document 911 calls from residents who need help evacuating
 - Prioritize life-threat
 - Work with Search and Rescue and Incident Command to address others
- Establish link with expanded Dispatch to handle overflow 911 calls and how best to transfer information gathered back
- Establish link with CSP Dispatch in Craig to establish MAC channels and assist in handling resources responding from the region

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Provide EOC with information from Evacuation Sites and Rally Points
- Work with incoming IMT to manage resources

Grand County Sheriff's Office, Sheriff

Alternate: Undersheriff

Phase 1 Responsibilities

Pre-Incident Monitoring

- All responsibilities necessary to monitor for public safety and infrastructure risk

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- All responsibilities necessary to provide public safety and order evacuation
- Establish Incident Command as necessary and unify with other agencies as appropriate
- Respond to flood event per policies and procedures
- Identify needed road closures due to damage or washout
- Work with local fire districts to respond to emergency calls as able
- Provide dispatch situational information as to flood impacts and progression
- Coordinate with any incoming Incident Management Teams to establish an Incident Command Post and command structure for the county

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Identify routes and methods for escorting or transporting evacuees from evacuation sites or rally points to shelters
 - Coordinate with IMT if applicable
- Provides law enforcement support as needed and able

Fire and EMS Protection District, Chief

Alternate: Deputy Chief

Phase 1 Responsibilities

Pre-Incident Monitoring

- All responsibilities necessary to monitor for public safety and infrastructure risk

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- All responsibilities necessary to provide public safety and order evacuation
- Respond to flood event per policies and procedures
- Identify needed road closures due to damage or washout
- Work with local fire districts to respond to emergency calls as able
- Provide dispatch situational information as to flood impacts and progression
- Coordinate with any incoming Incident Management Teams to establish an Incident Command Post and command structure for the county

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Identify routes and methods for escorting or transporting evacuees from evacuation sites or rally points to shelters
 - Coordinate with IMT if applicable
- Provides Fire or EMS support as needed and able

Grand County Road and Bridge, Superintendent

Alternate: Assistant Superintendent

Phase 1 Responsibilities

Pre-Incident Monitoring

- All responsibilities necessary to monitor, inspect and remove debris and obstructions from infrastructure and in public right of way

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- Coordinate with public safety agencies to support safety of the public and evacuation
- Respond to flood event per policies and procedures
- Identify needed road closures due to damage or washout
- Work with law enforcement on road and perimeter closures and access restriction
- Provide dispatch situational information as to flood impacts and progression
- Identify need to order additional resources and coordinate work plans and mission assignments

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Provide support for access to areas
- Provide support for search and rescue efforts as needed
- Conduct preliminary damage assessment to public infrastructure
- Identify routes and methods for escorting or transporting evacuees from evacuation sites or rally points to shelters
 - Coordinate with IMT if applicable
- Provides Fire or EMS support as needed and able

Grand County Human Services, Director

Alternate: Program Manager

Phase 1 Responsibilities

Pre-Incident Monitoring

- Work as necessary to provide preparedness information to AFN populations and others that need services from the County or are under the scope of the ESF #6 responsibility
- Coordinate with Emergency Management and PIO Group on messaging and content
- Coordinate with Emergency Management on inventory of shelter locations
- Move into phase 2 or 3 actions at any time to respond appropriately to incident

Phase 2 Responsibilities

Emergency Notifications and Evacuations

- Monitor situational awareness to make recommendations to Incident Command
- Coordinate with ESF #6 partners and identify any part of population that may need assistance with support in evacuation
- Respond to EOC to support mission assignments
- Begin direct coordination with ESF #4 on areas considered for evacuation
- Activate support partners and coordinate with American Red Cross
- Identify need to order additional resources and coordinate work plans and mission assignments
- Move into Phase 3 actions at any time to respond appropriately to incident needs

Phase 3 Responsibilities

Sheltering and Recovery Transition

- Assess the need for services and identify any additional resources as needed
- Coordinate with American Red Cross and mass care needs
- Provide support for ESF #6 needs and mission assignments
- Assist with assessment for ongoing human services needs based upon length of evacuation

Annex and SOG/ SOP Training and Exercises

1. The Grand County EOP provides the overall concepts of operations.
2. OEM will train and exercise using this Plan, ensuring EOC partners understanding of it.
3. Training to and exercise of individual organization's SOG/ SOPs that support this Annex are the responsibility of each respective organization.

AUTHORITIES AND REFERENCES:

Grand County Emergency Operations Plan, Adopted by Resolution 2018-9-20

FEMA Comprehensive Planning Guide 101 v2 (CPG101 v2), November 2010