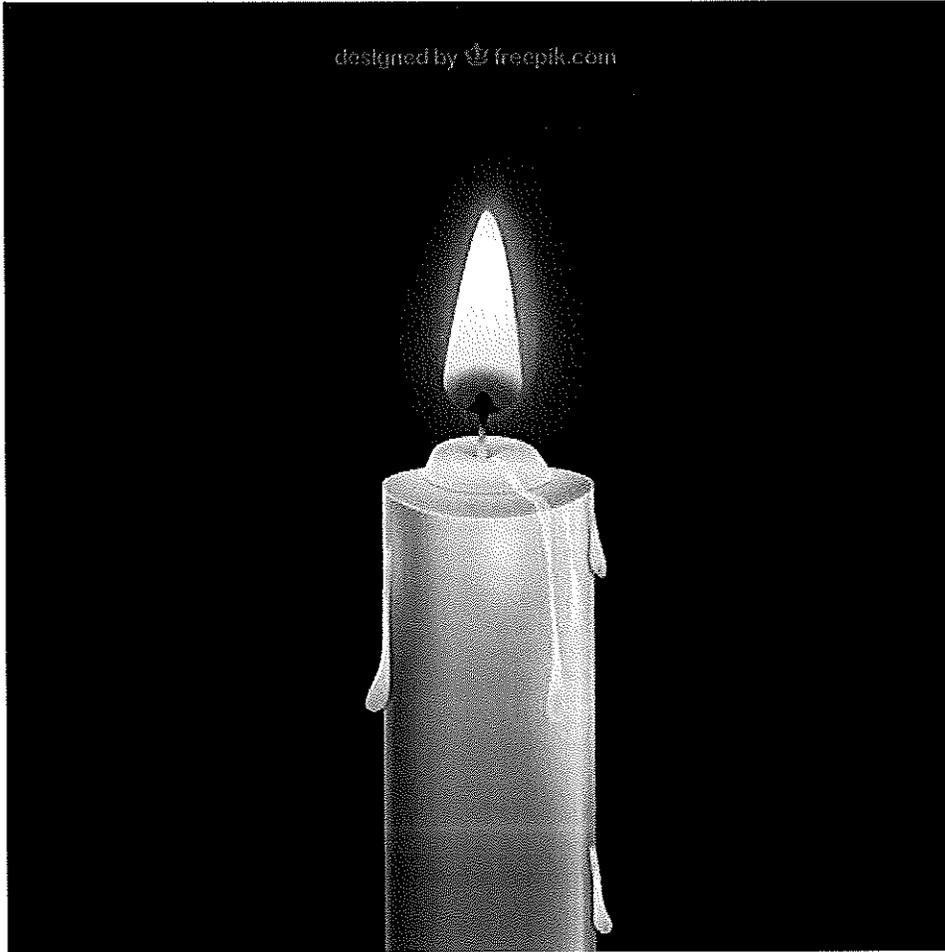


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ARCHULETA COUNTY
EXTENDED POWER OUTAGE

**EMERGENCY
MITIGATION AND RESPONSE PLAN**

10/13/15

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57

58 **Extended Power Outage Response Plan**

59

60 **1. EMERGENCY CONTACT**

61

In all county emergencies call 911.

62

Emergency Operations Center 970-731-4799

63 **2. EXECUTIVE SUMMARY.**

64

Power outages ranging from several city blocks over one or two operational periods to entire multi-state regions for more than a week can cause difficult and unexpected problems for emergency workers and require the (hopefully) preplanned cooperation of many agencies, both public and private, to protect life and property.

68

In Archuleta, the biggest problem would be an extended outage over many operational periods during cold weather. A major snow/ice event would significantly exacerbate the problems. The most immediate needs would be shelter (heat) and transportation. As shelters fill during the initial and second operational periods, fuel supplies would become scarce (gas pumps don't work without power) making transportation difficult and the demand for shelters more extensive. In the absence of backup generators, most local radio stations would be unable to keep the public informed and in a geographically extended outage, we could not expect help from nearby stations nor communities. As buildings cool down, pipes begin to freeze denying water and sanitary service. Supplies (potable water, batteries, fuel) begin to run out and people are making runs on the food and hardware stores. Traffic accidents and the need for more security are overloading law enforcement, and secondary heating methods are causing multiple fires, stressing our firefighters. People-at-risk exhaust their backup supplies and require evacuation and hospitalization. Fatalities begin to overwhelm our mortuary capabilities. Civil unrest begins to overpower law enforcement and their auxiliaries.

83

This document is intended as an outline for advance planning for power outage events with the possibility of extending for more than the first operational period. Advance planning, pre-arranged cooperative agreements, pre-positioned supplies and periodic exercises can mitigate the damages caused by such incidents.

84

85

86

87 **3. SCOPE**

88 The scope of this document is to provide a plan for responding to extended power
89 outages in Archuleta County. Aspects of the plan include public information, emergency
90 shelter, supplies including food, water and fuel; and such emergency services as shall be
91 required to accomplish the above objectives.

92 **4. OBJECTIVES.**

- 93 4.1. Safety of the public, public service responders and volunteers.
- 94 4.2. Keep the peace.
- 95 4.3. Minimize loss of life, injuries, and property damage.
- 96 4.4. Facilitate delivery of critical supplies as needed.
- 97 4.5. Keep the public informed.

98 **5. DEFINITIONS.**

99 An extended power outage is defined as any power outage lasting more than a few hours
100 and extending over significant portions of the county.

101 5.1. Classification of Power Outages

102 Power outages can be classified both by their duration and by their geographic extent.
103 Their cause has little to do with the type of emergency response other than to limit further
104 damage in the case of terrorism, wildfire, etc. Note that while this document deals
105 primarily, with electrical outages, much of it also applies to natural gas outages or to
106 outages caused by failure of the transportation system preventing resupply of propane,
107 engine fuels, food and other essential supplies.

108 5.1.1. Short term outages

109 Short term outages are those lasting less than one operational period. While such outages
110 cause concern primarily for people-at-risk and traffic control, they are mainly a trigger
111 for setting this plan into effect. Most of these last less than a few minutes or hours and
112 call for little or no response other than alertness.

113 5.1.2. Rolling outages

114 These are usually caused by some problem in the power system such as inadequate
115 supply, and are instituted by the power company to mitigate insufficient capacity. Power
116 is shut off to relatively small areas on a rotating basis, conserving capacity while
117 allowing these areas to maintain essential services. Action required is usually limited to
118 persons-at-risk, alarm response, and traffic.

119 5.1.3. Extended outage

120 An extended outage is any outage lasting more than one operational period and covering
121 significant areas of the county, and is the main concern for this plan. Such an outage is

122 exacerbated by *cold weather* or *widespread* coverage over many counties or states.
123 Activation of Phase I Response is required.

124 **6. PUBLIC INFORMATION**

125 Because of the time span of an extended outage, the County should put into effect an
126 extended Public Information Function. Every effort must be made to keep the public
127 informed about the known facts of the situation, and to advise them on availability of
128 critical resources and mitigation strategies.

129 At the same time, we must recognize the damage that is caused by misinformation.
130 Representatives of the Public, Press and/or News Media will be directed to the Archuleta
131 County Public Information Officer (PIO) or absent a County PIO, the Incident
132 Commander or the Incident assigned PIO. Under no circumstances, unless authorized by
133 the Incident Commander, will any member(s) of the response team, county staff or other
134 persons involved in the Incident, either directly or indirectly, in person, by telephone, or
135 in writing provide any information on the incident or events surrounding the incident to
136 the Press or other Media.

137 **7. RESPONSE PLAN**

138 Response should occur in several phases. These plans are meant as guidelines only.
139 Operational personnel will make changes as conditions develop.

140 **7.1. Phase I**

141 As determined by local Law Enforcement Command (ACSO, PSPD) arrangements will
142 be made to cover critical highway interchanges. After 30 minutes, at the discretion of the
143 responsible law enforcement agencies, law enforcement Auxiliaries ("Victor" units,
144 Mounted Patrol, Volunteer Fire) should be called out to manage critical intersections and
145 help with other traffic issues and release LE personnel to more critical functions.
146 Coordination with the Colorado State Patrol (CSP) is appropriate at this time..

147 EOC personnel (Power Management Team Leader) will contact the appropriate supplier
148 (LPEA) to determine the likely cause and duration of the outage. In a reported electrical
149 power outage area, a power company "trouble shooter" or repair crew must arrive at the
150 location of the power outage to survey the damage before an estimated time of repair can
151 be made. Once the estimated time of repair is determined, this information is relayed to
152 the power company operation center. The supervisor in each center should be the contact
153 point for EOC and EOC should have appropriate phone numbers for contact.

154 The first critical point occurs about two hours into the outage. It involves a meeting
155 initiated by EOC personnel or the sheriff (most likely by phone) of appropriate
156 emergency operations command staff to determine the likely nature and extent of the
157 outage. A trigger condition is agreed upon. For example, if it cannot be *assured* that the
158 outage will be corrected within three hours of the beginning of the outage, the Phase I
159 plan will be put into effect. Command and general staff are put on alert.

160 **7.2. Phase II**

161 Phase II response includes the following actions.

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- 162 • Establish emergency power for EOC.
- 163 • Designate PIO personnel to provide information to local and neighboring commercial
- 164 media outlets, including internet publications. Staff the PIO phone number. PIO
- 165 should hold an early press conference via phone or in person (away from the
- 166 command post.)
- 167 • Provide a sitrep to local emergency services, Commissioners, Mayor and other local
- 168 officials. Put on notice personnel who will form the unified command. Schedule a
- 169 Unified/Area command meeting (away from the command post.)
- 170 • Notify neighboring Emergency Operations duty officers and CSP that we have
- 171 activated the Power Outage Response Plan (no action required by them for now.)
- 172 • Notify dispatch of activation, and instruct them to refer PIO calls to the appropriate
- 173 number and media outlets.
- 174 • Activate a few uniformed volunteers from Upper San Juan SAR (USJSAR,), San Juan
- 175 Mounted Patrol (USJMP, formerly Colorado Mounted Rangers) to help with welfare
- 176 checks and other tasks. Be mindful of the need for additional personnel in the
- 177 following operational periods.
- 178 • Activate additional phones at the command center.
- 179 • Activate the American Red Cross and begin arrangements to establish shelter areas.
- 180 • Notify the Humane Society of Pagosa Springs of the possible need for additional
- 181 animal shelter.
- 182 • Continue to monitor the situation with LPEA.
- 183 • Begin filling positions for **Plans**: Situation, Resources, Documentation; **Logistics**:
- 184 Comms, Transportation, Facilities, Medical, Food/Water. Designate someone to
- 185 manage volunteer personnel (determine and keep track of who can work when and for
- 186 how long, where to report, who is team leader, relief, food, good coffee, etc. This
- 187 person needs a phone.)
- 188 • If it is anticipated that a second operational period is going to be needed, begin
- 189 designating the command staff for that period and place them on alert.

190 7.3. Phase III

191 Phase III begins with the second operational period.

- 192 • Establish a Unified (and Area if necessary) Command, preferably somewhere besides
- 193 the primary command post.
- 194 • Meet with Commissioners, Mayor and other County/Town officials. Update on
- 195 situation and prognosis.
- 196 • Designate a Commissioner to act (remotely) as head of Finance and Admin.
- 197 • Continue to monitor the situation with LPEA.
- 198 • Continue to inform the public. Arrange for interviews with elected officials and
- 199 senior personnel. (This usually involves teaming them with a senior staffer who
- 200 actually knows the situation.)
- 201 • If it is anticipated that a third operational period is going to be needed, begin
- 202 designating and alerting the command staff for that period.
- 203 • Liaise with Durango or other outside jurisdictions. Start arranging for outside
- 204 delivery of supplies as needed: fuel, food, water, generators, etc.

205 7.4. Phase IV

206 The outage extends into the third and following operational periods. Plans for longer
207 term response are put into effect. Neighboring, state and federal assistance may be
208 sought. Phase III is the continuing plan.

- 209 • Provide for continuing volunteer help, personnel support, transportation, delivery of
210 supplies to posts and shelters, fuel, etc.
- 211 • Continue to monitor the situation and inform the public.
- 212 • Meet with Commissioners and other County/Town officials. Update on situation and
213 prognosis.
- 214 • If it is anticipated that additional operational periods are going to be needed, begin
215 designating the command staff for that period.
- 216 • Transportation (School busses, Mountain Express, cab, church busses, private
217 vehicles)

218 **8. CRITICAL SERVICES.**

219 8.1. Command, communication and control.

220 Command would be provided through command structures described by the National
221 Incident Management System. This would include an Incident Commander with possibly
222 Unified (Multiagency) and/or Area Command structures. The Archuleta County Sheriff's
223 Department would be the lead agency.

224 It is essential that emergency workers and county officials know who is in charge. By
225 law, the Sheriff is responsible for emergency operations within the county. The
226 commissioners, mayor and others need to be involved with unified and/or area command
227 structures, but the Sheriff designates the Incident Commander who is in charge.

228 Tactical communication would be provided by telephone, cellular, VHF and 800MHz
229 radio. Additional communication can be provided by amateur radio services and courier.
230 Public service announcements would be provided by commercial stations in Archuleta,
231 and LaPlata counties.

232 Radio communication would use the standard frequencies for the county, with the
233 possible addition of amateur frequencies. Refer to the SW Regional TIC Plan.

234 8.2. Emergency Services: these agencies would be most involved in
235 this response.

- 236 ■ Law Enforcement (ACSD, PSPD, CSP)
- 237 ■ Fire (PSFPD, and other agencies as needed.)
- 238 ■ Ambulance (USJHD and other agencies as needed)
- 239 ■ Transportation
- 240 ■ Human Shelter (American Red Cross; public buildings including the public schools;
241 religious organizations and churches.)
- 242 ■ Small Animal Shelter (HSPS)

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- 243 ■ County Extension Service.
- 244 ■ Animal Rescue Organizations.
- 245 ■ Western Heritage.
- 246 8.3. Other Critical Resources
- 247 ■ Heat (LPEA, Source Gas (Kinder-Morgan))
- 248 ■ Power (LPEA, rental generators, stockpiled generators, National Guard)
- 249 ■ Water (PAWSD, bottled water, National Guard)
- 250 ■ Food (Local food stores, convenience stores, stockpiles, etc.)
- 251 ■ Sanitation (city sanitary, local potty house suppliers: A1 Septic, Alpine Portable
- 252 Toilets, G&I, Rocky Mountain Sanitation.)
- 253 ■ Communication (Commercial radio and television, CenturyLink, cellular providers,
- 254 paging providers, amateur radio)
- 255 ■ Fuel (Local refueling stations, bulk plants, propane suppliers)
- 256 ■ Light (rental work lights, generators)
- 257 ■ Resort management companies (Wyndham)
- 258 **See the resource books for a complete list of available emergency resources. Do not**
- 259 **overlook resources available in the private sector including churches, service**
- 260 **organizations (e.g., Rotary) and others.**

261 9. SPECIAL CONCERNS

262 9.1. Nursing homes

263 Nursing homes, hospital and extended care facilities need to be checked to determine
264 their ability to maintain heat, water and emergency power; food, oxygen supplies,
265 medications. This includes the Pine Ridge Extended Care Facility at 119 Bastille Drive
266 and the Mountain Hospital. [Others?]

267 9.2. Public housing

268 Public housing often includes the elderly and disabled and periodic welfare checks should
269 be done at these facilities. Arrangements need to be made to transport needful
270 individuals to designated shelters.

271 9.3. Welfare checks

272 It is expected that as the outage continues, families and friends will request welfare
273 checks on people who may need help or shelter. This is a good use of uniformed
274 volunteer resources.

275 9.4. Persons-at-risk

276 This includes people who depend on power for some kind of priority health care, or who
277 need help with mobility or food preparation during an outage. It includes people on
278 oxygen, dialysis, feeding tubes, infusion machines, etc.

279 9.5. Other groups with special requirements

280 Blind, deaf, illiterate, seniors, single parents, mentally challenged, non-English speaking,
281 tourists.

282 9.6. Livestock and pets

283 It is expected that individuals and families presenting at shelters may be accompanied by
284 companion animals. Provisions must be made to either shelter these animals with their
285 owners or at other facilities, being mindful of allergies and other problems. Additionally,
286 as the outage extends beyond the first operational period, arrangements need to be made
287 for the feeding and watering of livestock.

288 9.7. Alarm responses (Fire, Intrusion)

289 Power fluctuations can be expected to cause alarms, intrusion and fire, to be activated.
290 There is a natural tendency to give a low priority to these alarms as many of them are
291 simply caused by the power fluctuations. However, because of the likely use of alternate
292 heat sources and older heating plants which may not relight correctly, fire alarms need to
293 be carefully checked. A plan for checking numerous alarms with less than full engine
294 companies may need to be activated.

295 9.8. Property damage

296 Frozen water pipes, including those used for hydroponic heat, can be expected to be the
297 largest source of property damage in cold weather, especially given the number of
298 seasonal homes. Many seasonal residents will be concerned about possible damage and
299 may call for mitigation services. Work with the water company to turn off service to
300 known vacant buildings to limit water damage. Establish a registry of non- and seasonal-
301 residence buildings.

302 **10. FEDERAL AND STATE ASSISTANCE.**

303 A listing of contacts for Federal, BIA, and State Assistance (possibly better placed in the
304 resource book).

305 **11. ACTION ITEMS.**

306 11.1. Provide public education prior to an event

- 307 ▪ Pamphlets
- 308 ▪ ACSD website information
- 309 ▪ Print media
- 310 ▪ Internet

311 ▪ PSAs

312 11.2. Develop a County Information Function

313 This would be useful for incidents such as Mass Casualty, Extensive Fire, Power Outage,
314 and even Snow Emergencies. It should include a procedure for activation and
315 deactivation, designation of a County PIO, and procedures for establishing a phone bank,
316 including special numbers for Press Only. Initially, the number might ring in to 264-
317 2131, but would be forwarded to an Information Office (at EOC or elsewhere) when the
318 situation demands. Response can escalate from individual dispatchers through a single
319 county official to a team of telecommunicators.

320 11.3. Develop a compendium of emergency resources.

321 See the document "RESOURCE ASSESSMENT IN ARCHULETA COUNTY;
322 Inventorying Emergency Resources."

323 11.4. Involvement of "New Players"

324 The usual players are already involved involved in planning: Police and Sheriff's
325 department, Fire, Ambulance, Hospitals, etc.

326 "New players" include those organizations which have not been very involved in the past.
327 These include:

328 ▪ San Juan Mounted Patrol

329 ▪ Humane Society

330 ▪ LaPlata Electric. They have a registry of people dependant on power. It is a
331 voluntary registration by phone. A good point of contact might be for local medical
332 equipment suppliers to encourage people to call them and sign up.

333 ▪ Source Gas

334 ▪ Pubic Transportation

335 ▪ School Districts, for planning, transportation and shelter.

336 ▪ Rotary

337 ▪ Department of Wildlife (additional security)

338 ▪ Southern Ute Tribe

339 ▪ LaPlata Emergency Operations

340 ▪ Amateur Radio

341 ▪ Medical Equipment Services

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- 342 11.5. Liaise with local media including internet, broadcast and print,
343 and agencies on the critical resources list, especially LPEA.
- 344 11.6. Determine how the power company "persons-at-risk" list works.
- 345 11.7. Establish an "Emergency Interrupt" capability with KWUF,
346 KSUT, others.
- 347 11.8. Develop Tasking Orders for each position in the command
348 structure.
- 349 11.9. Determine how to hold conferences by phone.
- 350 11.10. Verify that we can quickly add phone lines to EOC, even when
351 critical telco personnel are not available.
- 352 11.11. Find a way to open airport gates during a power failure. Inform
353 EOC general staff.
- 354 11.12. Find a way to open the overhead doors to Nick's Hanger.
355 Inform EOC general staff.
- 356 11.13. Power dependence
- 357 Determine the dependence of local services on power.
- 358 ■ Commercial radio & other media
- 359 ■ Grocery stores
- 360 ■ Gas stations
- 361 ■ PAWSD
- 362 ■ Kinder Morgan
- 363 ■ County watering stations
- 364 ■ HSPS
- 365 ■ Mt Hospital
- 366 ■ Family Medical
- 367 ■ Nursing home(s)
- 368 ■ Community Center
- 369 ■ EMS
- 370 ■ PFPD
- 371 ■ PSPD
- 372 ■ EOC
- 373 ■ R&B

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374 ■ Schools

375 ■ Airport

376